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Middle East
No. 52

Secret

Papers

relating to the

Government of Aden

Relations with the Aden Protectorate

Relations with the Yemen

Estimates for Aden Protectorate Services

1934

CLOSED
UNTIL
1965

(Including certain 1933 and 1935 correspondence)

(In continuation of Middle East No. 46; continued by Middle East No. 57)

10

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No. 52

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1934

(Including certain 1933 and 1935 correspondence)

(*In continuation of Middle East No. 46; continued by Middle East No. 57*)

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PAPERS RELATING TO THE GOVERNMENT OF ADEN, RELATIONS WITH THE ADEN PROTECTORATE, RELATIONS WITH THE YEMEN, AND ESTIMATES FOR ADEN PROTECTORATE SERVICES.

A. ADEN

1. ESTIMATES

17915/33 [No. 2]. No. 1.

THE SECRETARY OF STATE
to
THE ACTING RESIDENT.

(Sent 2.35 p.m., 19th October, 1933.)

TELEGRAM.

[*Answered by No. 2.*]

No. 48. Treasury require submission of Estimates for 1934 by 1st January at latest and Provisional Estimate early in November. Please telegraph by 31st October estimate of amount to be inserted in Colonial and Middle Eastern Services Vote 1934 in respect of services for which His Majesty's Government is responsible. In this connexion see my despatch No. 37 of 22nd March* giving details for present year. I have asked Air Ministry for Estimate for Protectorate Levies. Full details should follow by despatch so as to arrive not later than 15th December and if possible earlier.

17915/33 [No. 4]. No. 2.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 4.29 p.m., 30th October, 1933.)

TELEGRAM.

[*Answered by No. 16.*]

30th October. No. 255. Your telegram of 19th October No. 48†.

I.—Contribution by His Majesty's Government regarding divisible expenditure, (*a*) Civil Services £5,823, (*b*) Armed Police £8,000, (*c*) Police Buildings £500.

II.—Protectorate Services, (*a*) Protectorate Levies estimate by Air Ministry, (*b*) Political Secretary £1,190, (*c*) Two Political Officers £1,870, leave and transfer passages £120, (*d*) Political Services presents and entertainment £6,730, Stipends £3,860,

* No. 10 in Middle East, No. 46. † No. 1.

School Hostel £1,440, (*e*) Political establishments in the Yemen: Sana'a £1,375, Hodeida £250, (*f*) Miscellaneous Secret Service £400, Political Staff's travelling £50, maintenance Political Secretary's bungalow £50, repatriation of Aden seamen £50, Lahej telephone rental £205, contingencies £50.

III.—Extraordinary non-recurrent: School Hostel Buildings £1,125, Political Officers' bungalows £1,875.

IV.—Estimated receipts for sale of arms and ammunition £1,300.

17915/33 [No. 5]. No. 3.

AIR MINISTRY

to

COLONIAL OFFICE.

SIR, Air Ministry, London, W.C.2, 1st November, 1933.

In reply to your letter of the 20th ultimo*, I am directed to inform you that, on the assumption that the strength of the Aden Protectorate Levies will be maintained at four platoons and one camel troop for the whole year, a provisional estimate of the amount required for the financial year 1934 is £16,000.

A final estimate will be furnished in detail in due course.

I am, &c.,

W. G. STEVENS.

17915/33 [No. 6]. No. 4.

COLONIAL OFFICE

to

TREASURY.

[Answered by No. 7.]

SIR, Downing Street, 24th November, 1933.

I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, for the information of the Lords Commissioners of the Treasury, a copy of a telegram from the Resident at Aden†, and of a letter from the Air Ministry‡ relating to the provision to be made in the Vote for Colonial and Middle Eastern Services for 1934 in respect of Aden.

2. The sum of £50,100 has been provisionally inserted in next year's Estimate pending the receipt of fuller details, and the sum of £12,650 has been included under the Appropriation-in-Aid Sub-head in respect of (*a*) the contribution by India towards the cost of political services (£12,500) and (*b*) receipts in respect of Protectorate Tribal Levies (£150). These figures are calculated as shown in the accompanying statement and are based on those supplied by the Resident and the Air Ministry.

3. The Resident has apparently included under Head I (*a*) a sum of £1,500 in respect of His Majesty's Government's contribution towards the Civil Hospital for the year 1934–35. The contribution was to be subject to review that year, but meanwhile the sum of £1,500 together with £500 in respect of His Majesty's Government's share of the cost of capital expenditure has been included on the enclosed statement.

4. The Resident has included under Heads II (*d*) and III of the Estimates provision for the establishment of the proposed school hostel for the education of sons of Protectorate Chiefs and their near relatives. This matter has already formed the subject of correspondence with the Treasury (see Mr. Ryan's letter to Mr. Cowell, S.38358, of the 23rd October|| and connected correspondence), and the present position is that it has been suggested to the Resident that he should obtain the views of the Education Officer (who is about to be appointed by the Government of India) as to the proposed scheme, and as to the possibility of some cheaper alternative method of improving the education

* 17915/33 [No. 3]: not printed. † No. 2. ‡ No. 3. || No. 115 in Middle East, No. 46.

of Protectorate pupils. As Their Lordships are aware, however, expenditure is already incurred in this connexion out of the provision for " Presents and Entertainment ", and some provision must, in any case, be made in the coming year for continuing the existing facilities. In Mr. Ryan's letter of the 23rd October, it is intimated that Their Lordships would probably be willing to approve some increase of expenditure on educational services if this expenditure could be met from savings, and it is suggested in the letter that such savings might be found in the provision made for Presents and Entertainment. It will be observed that in view of the provision made elsewhere the Resident has reduced the sum provided under II (*d*) for Presents and Entertainment from last year's figure of £7,780 to £6,730. In view of the need of continuing existing facilities, it is proposed to leave this reduced figure unchanged, but to provide a sum equivalent to this reduction, viz., £1,050, under the heading of school hostel. As regards the provision under Head III for non-recurrent expenditure of £1,125 on school buildings, it is considered advisable to retain this amount since it is probable that after consultation with the new Education Officer the Resident will submit a revised scheme. If these revised proposals provide for reductions in presents to the Chiefs, Their Lordships may feel able to sanction the scheme. In that event some capital expenditure will probably be required. The retention of this sum in the Estimates would, of course, be on the understanding that Their Lordships were consulted further when the Resident submits his revised proposals.

5. It will be observed that under Head II (*c*) the Resident has made provision for two Political Officers. Since, however, provision has also been made under Head II (*e*) for a Political Officer at Sana'a, the figure under Head II (*c*) has been reduced in the accompanying statement to the equivalent of the emoluments of one Political Officer.

6. The sum of £1,190 inserted by the Resident under Head II (*b*) in respect of the Political Secretary has been reduced to £1,090, i.e., by the amount of the 10 per cent. cut on salary and the emoluments of the Political Officers under Heads II (*c*) and II (*e*) have been reduced by 7½ per cent. for the same reason. It will be observed that the emoluments of these officers have been calculated on the basis of the proposals contained in the Resident's secret despatches Nos. 136 and 137 of the 20th July, 1932*, copies of which accompanied this Department's letter of the 15th February, 1933†.

7. For the purpose of the Appropriation-in-Aid, the estimated cost of the Political establishment at Sana'a has been included under the expenditure in respect of which the Government of India do not make a contribution. In this connexion attention is invited to the last paragraph of Mr. Grieve's letter to Mr. Cowell, No. S.37100, of the 4th April, 1932‡, in which it is suggested that this expenditure should be included in the Protectorate political expenditure towards which the Government of India contribute one-third. In view, however, of the possible transfer of Aden to the Colonial Office, the Secretary of State considers that it is hardly justifiable to invite the Government of India to contribute.

The Secretary of State has deemed it advisable to include provision for the proposed political establishment at Sana'a, seeing that it is probable that the Resident will shortly proceed to Sana'a to reopen negotiations for a treaty with the Imam.

I am, &c.,

H. R. COWELL.

Enclosure in No. 4.

STATEMENT.

(See notes at end in those cases where there are differences between the figures shown below and those shown in the Resident's telegram.)

I. *Contribution by His Majesty's Government in the United Kingdom to the Government of India in respect of:—*	£	£
(*a*) (1) Civil Services etc.	4,325	
(2) Civil Hospital, including capital works	2,000	
(*b*) Police	8,000	
(*c*) Police. Rent of buildings, and capital works	600	
		14,925

* Nos. 80 and 81 in Middle East, No. 34. † No. 7 in Middle East, No. 46.
‡ 97857/32 [No. 59]: not printed.

II. *Protectorate Services.*			
(*a*) Protectorate Levies			16,000
(*b*) Political Secretary	1,090		
(*c*) Political Officer	885		
,, ,, (supernumerary)	250		
Leave and Transfer passages, and pension contribution	300		
		2,525	
(*d*) Political Services.			
Presents and Entertainments	6,730		
Stipends	3,860		
School Hostel	1,050		
		11,640	
(*e*) Political Establishments in the Yemen.			
Sana'a	1,325		
Hodeida	250		
		1,575	
(*f*) Miscellaneous.			
Secret Service—Provided on Secret Service Vote.			
Political Staff Travelling	50		
Political Secretary's Bungalow	50		
Repatriation of Aden Seamen	50		
Lahej Telephone Rental	205		
Contingencies	50		
		405	
III. *Extraordinary Non-recurrent.*			
School Hostel Buildings	1,125		
Political Officers' Bungalows	1,875		
		3,000	
Total		£50,070	
Say		£50,100	

Appropriation-in-Aid; (*a*) Contribution by Government of India: one-third of political expenditure, with the exception of expenditure on police and the political establishments in the Yemen; (*b*) receipts from Protectorate Levies.

	£	£
(*a*) Total as above		50,100
Add:—Secret Service expenditure at Aden		300
		50,400
Less:—Police	8,600	
Political Establishments in the Yemen	1,575	
Sundry receipts (say)	1,500	
		11,675
Net expenditure on which contribution is based		£38,725
One-third of £38,725 (say)		13,000
Less abatement in respect of exemption of certain officers from Indian Income Tax		500
(say)		£12,500
(*b*) Receipts from Protectorate Levies (say)		£150

Notes.

I. (*a*) (1) and (2).—Resident's figure £5,823. This apparently comprises (1) Civil Services £4,325 and (2) Contribution to Civil Hospital £1,500. They have accordingly been shown separately and £500 added to the latter figure to cover His Majesty's Government's share of the cost of capital expenditure authorized in 1930-31 but falling to be met in 1934-35. (Treasury S.37467—4.5.33*).

I. (*c*). *Police Buildings*, £500.—This apparently represents the annual contribution by His Majesty's Government (Treasury S.37467—31.5.33) and £100 has been added to cover His Majesty's Government's share of any capital works required in 1934-35.

II. (*b*). *Political Secretary*.—£1,190 *less* £100 "cut": see paragraph 6 of covering letter.

(*c*). *Political Officer*.—See paragraph 5 of covering letter.

Political Officer (supernumerary).—£250 has been added in respect of any overlap which may occur due to Colonel Lake's appointment as Political Secretary whilst Mr. Champion is on leave prior to reversion to Palestine service.

II. (*c*). *Leave and Transfer Passages*.—£120. This would cover a return passage from United Kingdom to Aden. It would be necessary to add some provision in respect of Mr. Champion's pension contribution for the March quarter 1934 falling to be paid after 31st March, 1934, and possible pension contribution in respect of the new Political Officer; say additional £180. No pension contribution will be required in respect of Colonel Lake.

II. (*f*). *Secret Service*.—Any expenditure is now charged to the Secret Service Vote.

* No. 22 in Middle East, No. 46.

17915/33 [No. 7].

No. 5.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

MR. G. W. STEVENS (AIR MINISTRY).

DEAR STEVENS, Downing Street, 24th November, 1933.

With reference to your letter of the 4th of October*, we are provisionally inserting in the Aden Sub-head of the Colonial and Middle Eastern Services Vote 1934-35 the sum of £50,100 and in the Appropriation-in-Aid Sub-head the sum of £12,650. The latter figure is calculated as follows:—

	£	£
(*a*) Total Expenditures		50,100
Add:—Secret Service expenditure at Aden (provided on separate Vote)		300
		50,400
Less:—Police expenditure	8,600	
Political Establishments in the Yemen	1,575	
Miscellaneous receipts	1,500	
		11,675
Net		£38,725
One-third (say)		13,000
Less abatement of £500 in respect of exemption of certain officers from Indian Income Tax		500
Net contribution by Government of India		£12,500
(*b*) Receipts from Protectorate Levies (say)		£150

Yours, &c.,

K. W. BLAXTER.

17915/33 [No. 8].

No. 6.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 27th November, 1933.)

[*Answered by 17915/33 [No. 16].*]

(No. 273.) The Residency, Aden,

SIR, 15th November, 1933.

With reference to my telegram No. 255, dated the 30th October, 1933†, I have the honour to submit herewith Estimates for expenditure in the financial year 1934-35 on various services connected with the Aden Protectorate. The following observations relate to specific items in the statement attached.

2. *Item I* (*a*).—Divisible expenditure has been calculated on the basis of last year's figures taking into consideration the minor alterations in the system of allocation summarized in the statement accompanying India Office letter dated the 30th May, 1933‡. This includes a sum of £.1,500 on account of the proposed contribution for the Civil Hospital and £.100 for the maintenance of the Residency furniture.

3. *Item I* (*c*).—Provision is made for the sum of £.500 in accordance with paragraph 2 (*b*) of the letter No. S.37467 dated the 1st February, 1933, from the Treasury to the India Office accompanying Colonial Office despatch No. 37 dated the 22nd March, 1933§.

* 17915/33 [No. 1]: not printed. † No. 2. ‡ No. 12 in Middle East, No. 46.
§ No. 10 in Middle East, No. 46.

4. *Item II* (*a*).—An estimate for the establishment of the Aden Protectorate Levies is being submitted to the Air Ministry by the Officer Commanding British Forces in Aden.

5. *Item II* (*b*) (*i*) *and* (*ii*).—Provision is made for the appointments of Political Secretary and Political Officer in the light of the recommendations made in my despatch No. 136 dated the 20th July, 1932*.

6. *Item II* (*b*) (*iii*).—A new provision has been made for the sum of £.935 for the appointment of a second Political Officer. In this connexion a reference is invited to my despatch No. 266 dated the 9th November, 1933†.

7. *Item II* (*b*) (*iv*).—The payment of pension contribution to the Palestine Government in respect of Mr. Champion's services will cease with effect from the end of March, 1933, when he is expected to vacate his appointment as Political Secretary. Lieutenant-Colonel Lake (the Political Secretary designate) becomes entitled to full pension from the Government of India in February, 1934, at which time it is presumed that the pension contribution of £.288 a year in his respect, provided for in previous Estimates, will cease. I do not know to what extent he may be held to be entitled to pension in respect of his service under the Colonial Office, and for this reason I have made no provision in this connexion. Colonel Lake's successor in the appointment of Political Officer, and the second Political Officer whose appointment I have recommended (*v.s.*) should be entitled to pensions on a suitable basis (*vide* paragraph 7 of my despatch No. 136 of the 20th July, 1932): I have, however, made no provision in this respect, in the absence of information governing the calculation of such pensions.

8. *Item II* (*b*) (*v*).—Provision is made for two single passages from the United Kingdom to Aden for the two Political Officers mentioned in the item II (*b*) (*ii*) and (*iii*) above. I have made no provision for a passage for the proposed Political Officer at Sana'a.

9. *Item II* (*c*) (*i*).—In view of the close similarity of the nature and purpose of the payments hitherto described as " Darbar Presents " and " Entertainment " I have amalgamated these heads into one, viz., " Political Services—Presents and Entertainment ", and have dropped the term " Darbar ", which is a relic of Indian practice and is not appropriate to present conditions. The provision of £.6,730 under this head is the addition of the provisions of £.5,880 and £.1,900 made in the current Estimates for " Darbar Presents " and " Entertainment " respectively, less a deduction from the latter of the estimated expenditure in respect of the entertainment of political pupils undergoing instruction in Government Schools in Aden, which sum appears in another form in item II (*c*) (*iii*) below.

10. *Item II* (*c*) (*ii*).—This does not include the arrears of stipend (for a period of three years from the 1st of April, 1930, to the 31st of March, 1933, inclusive) sanctioned in Colonial Office despatch No. 1 dated the 4th of January, 1933‡, for payment to His Highness, Sultan 'Umar bin 'Awadh of Shihr and Mukalla. The amount of Rs.2,100 has been drawn from the Treasury and held in deposit for payment to His Highness during the current year—*vide* correspondence ending with the Acting Resident's despatch No. 150, dated the 28th of June, 1933§.

11. *Item II* (*c*) (*iii*).—New provision is made for the recurrent charges of a " School Hostel " for the accommodation and instruction in Aden of the children of Chiefs and notables from the Protectorate (*vide* the Acting Resident's despatch No. 104, dated the 10th of May, 1933‖). The provision in respect of this Hostel makes possible a reduction of £.1,050 in the Estimate in respect of " Entertainment " to which item the expenditure connected with the schooling and accommodation of these children has hitherto been charged. The Estimate includes the provision of house rent for the Education Officer who is shortly to be appointed, which has been approved at Rs.50 p.m. (*vide* your telegram No. 58 of the 9th November, 1933¶). An estimate of non-recurrent expenditure on the preparation of the Hostel buildings appears in item III(*i*) below.

12. *Item II* (*d*) (*i*) *to* (*viii*).—A new provision has been included of the sum of £.1,375 on account of the proposed Political establishment at Sana'a, in the light of the recommendations made in my despatch No. 137 of the 20th of July, 1932**, and on the assumption that the treaty negotiations with the Imam will be brought to an early successful conclusion.

13. *Item II* (*e*) (*iv*).—This is a new provision on account of House and Property Tax on Political Secretary's bungalow—*vide* my despatch No. 250 of the 25th October, 1933††.

14. *Item III* (*i*).—*Vide* item II (*c*) (*iii*) above.

* No. 80 in Middle East, No. 34.
‡ C. 97903/32 [No. 7]: not printed.
‖ No. 110 in Middle East, No. 46.
** No. 81 in Middle East, No. 46.
† No. 60 in Middle East, No. 46.
§ No. 109 in Middle East, No. 46.
¶ No. 120 in Middle East, No. 46.
†† 17969/33 [No. 5]: not printed.

15. In paragraph III of my telegram No. 255 of the 30th of October* I proposed the provision of £.1,875 for the construction of a house for the Political Officer. It has subsequently transpired that suitable quarters, the property of the Aden Settlement, are available for allotment for this purpose at a reasonable rent, and I am therefore now able to withdraw this proposal, and have omitted provision therefor from the detailed Estimate.

I have, &c.,
B. R. REILLY,
Resident, &c.

Enclosure in No. 6.

ADEN (MIDDLE EASTERN SERVICES VOTE).

ESTIMATES OF THE AMOUNT REQUIRED IN THE YEAR ENDING 31ST MARCH, 1935, FOR POLITICAL SERVICES IN ADEN.

	Sanctioned 1933–34.		*Proposed 1934–35.*	
		Total.		*Total.*
	£	£	£	£
I.—Contribution by His Majesty's Government in Great Britain to the Government of India in respect of :—				
(*a*) Civil Services	6,175	6,175	5,823	5,823
(*b*) Re-organized Police Force	8,000	8,000	8,000	8,000
(*c*) Police Buildings	500	500	500	500
II.—*Expenditure in connexion with Protectorate :*—				
(*a*) Aden Protectorate Levies	16,650	16,650	—	—
(*b*) (i) Political Secretary	1,090	1,090	1,190	
(ii) Political Officer	1,302	1,302	935	
(iii) Political Officer	—	—	935	
(iv) Pension contribution	460	460	—	
(v) Cost of leave and transfer passages	300	300	120	
				3,180
(*c*) *Expenditure on Protectorate Chiefs :*—				
(i) Political Services—Presents and Entertainment	7,780	—	6,730	
(ii) Stipends	3,900	—	3,860	
(iii) School Hostel	—	—	1,440	
(iv) Arms and Ammunition	5,712	—	—	
		17,392		12,030
(*d*) *Political Establishments in the Yemen :*—				
(i) Political Officer at Sana'a	—		845	
(ii) Clerk-Interpreter	—		135	
(iii) Office Messenger	—		18	
(iv) Political Entertainment	—		90	
(v) Political Intelligence	—		90	
(vi) Transport and Travelling (outside the station)	—		62	
(vii) Rent of Premises	—		90	
(viii) Contingencies	—		45	
				1,375
(ix) Hodeida Mission	250		250	
		250		250
(*e*) *Miscellaneous Expenditure :*—				
(i) Secret Service	400		400	
(ii) Political Staff's Travelling Allowances	50		50	
(iii) Maintenance of Political Secretary's bungalow	50		50	
(iv) House and Property Tax on Political Secretary's bungalow	—		11	
(v) Repatriation of Arabs belonging to the Protectorate	50		50	
(vi) Telephone Rental: connexion with His Highness the Sultan of Lahej	205		205	
(vii) Contingencies	126		50	
		881		816
III.—*Extraordinary non-recurrent expenditure :*—				
(i) School Hostel building	—		1,125	
				1,125
		£53,000		£33,099

* No. 2.

17915/33 [No. 9]. No. 7.

MR. C. N. RYAN (TREASURY)

to

MR. K. W. BLAXTER (COLONIAL OFFICE).

[*Answered by No. 9.*]

S.21238/08. Treasury Chambers, Whitehall, S.W.1,

DEAR BLAXTER, 12th December, 1933.

Will you please refer to Colonial Office letter of the 24th November, 1933*, forwarding, in preliminary form, the Aden Estimates for 1934.

We shall have to go into these Estimates more carefully when fuller details have been furnished from Aden. Meanwhile you may be able to clear up one or two points.

Political Officers' bungalows £1,875. Presumably a bungalow will be required at Sana'a if a Political Officer is appointed there. It seems likely, however, that the figure of £1,875 covers two bungalows and that it will be susceptible of reduction in the same way as you have reduced the provision for Political Officers under II (*c*).

As regards India's contribution, we note that in view of the possible transfer of Aden you consider it hardly justifiable to invite India to contribute towards the cost of the suggested political establishment at Sana'a. I see, however, that this question was discussed, amongst others, at a meeting held on 16th December, 1932, at which Laithwaite, Howard, James, and Trickett were present. Trickett's note on the meeting says " this matter is not ripe for discussion but Mr. Laithwaite thought that India would agree sympathetically to entertain our claim to contribution as and when it matured ". Trickett's letter of 19th December, 1932 (S.37467)†, to Howard gives a record of the discussion.

We recognize that a good deal of water has flowed under the bridges during the last twelve months. Nevertheless it might be worth while sounding Laithwaite again on this question.

Yours, &c.,

C. N. RYAN.

17915/33 [No. 11]. No. 8.

AIR MINISTRY

to

COLONIAL OFFICE.

272170/33/F.E. Air Ministry, London, W.C.2,

SIR, 20th December, 1933.

With further reference to your letter of the 20th October, 1933‡, and Air Ministry letter of the 1st November§, I am directed to inform you that the final estimate received from the Officer Commanding, British Forces in Aden, shows that the provision required for the Aden Protectorate Levies in the financial year, 1934, remains at £16,000, as set out in detail in the attached statement.

I am to add that the examination of the estimate has not yet been completed, but, so far as can be seen, it is unlikely that any material adjustment will be found necessary.

I am, &c.,

W. G. STEVENS.

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* No. 4. † No. 52 in Middle East, No. 34. ‡ 17915/33 [No. 3]: not printed. § No. 3.

Enclosure in No. 8.

ADEN PROTECTORATE LEVIES.

Details of Estimate for 1934.

		1934 £
1.	Pay and allowances of personnel	7,200
2.	Rations	1,800
3.	Clothing and equipment	750
4.	Fuel, light, water, barrack services, and conservancy	1,300
5.	Purchase and hire of animals, forage, saddlery, veterinary services, and shoeing	1,600
6.	Arms and ammunition	730
7.	Medical and hospital services	400
8.	Transportation services, i.e., use of mechanical transport, passages, freight, travelling, etc.	715
9.	Works services	1,110
10.	Miscellaneous, i.e., training and grant, general stores, telephones, etc.	320
11.	Payment to War Office for non-effective charges for loaned Army personnel	250
	Gross total	£16,175
	Less—	
	Miscellaneous receipts	175
	Net total	£16,000

Establishment.

British Officers	3
British Warrant Officer	1
Arab Warrant Officers	6
Arab Other Ranks	192

17915/33 [No. 13]. No. 9.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

MR. C. N. RYAN (TREASURY).

[*Answered by No. 12.*]

DEAR RYAN, Downing Street, S.W.1, 8th January, 1934.

With reference to your letter No. S.21238/08 of the 12th December* regarding the Aden Estimates for 1934, we are now sending you a copy of the Resident's despatch† under cover of an official letter‡ asking for Treasury approval of the Estimates.

You will see that the provision for a bungalow for the Political Officer has been withdrawn.

As to the question whether the Government of India should be asked to contribute towards the cost of the proposed political establishment at Sanaa, we do not think that the India Office could commit themselves without consulting the Government of India, and the Estimates must be settled before they could do this. The sum involved so far as India is concerned would be about £440. We do not know yet whether the treaty negotiations will be successful or even if they are whether the Imam will agree to the immediate establishment of a political representative at Sanaa. We suggest, therefore, that we should leave the Estimates as they are, on the understanding that as soon as anything definite is settled we will take the point up with the India Office.

Yours, &c.,

K. W. BLAXTER.

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* No. 7. † No. 6. ‡ No. 11.

17915/33 [No. 14]. No. 10.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

MR. W. G. STEVENS (AIR MINISTRY).

MY DEAR STEVENS, Downing Street, S.W.1, 8th January, 1934.

In reply to your letter of the 21st of December,* we have now written to the Treasury submitting our final proposals regarding the provision required for Aden services in 1934-35. The only alterations required in the statement given in my letter to you of the 24th of November† is to reduce the total expenditure by £990 from £50,100 to £49,110, which will result in India's contribution being reduced by £330 to £12,170.

Yours, &c.,
K. W. BLAXTER.

17915/33 [No. 15]. No. 11.

COLONIAL OFFICE

to

TREASURY

[Answered by No. 15.]

SIR, Downing Street, 8th January, 1934.

I am directed to refer to the letter from this Office of the 24th November‡, regarding the provision to be made in the Vote for Colonial and Middle Eastern Services, 1934, in respect of Aden, and to enclose, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch§ which has now been received from the Resident, setting out his requirements in fuller detail.

2. As a result of the consideration of this despatch in the Colonial Office it appears that apart from certain small differences between the figures now given by the Resident and those included in the statement enclosed in the letter under reference, only two alterations require to be made. The sum of £1,875 included under item III (Extraordinary non-recurrent expenditure) of that statement for the construction of a bungalow for the Political Officer may be deleted as alternative arrangements have now been made to rent suitable quarters; and if the proposal for the appointment of a second Political Officer submitted in the letter from this Department of the 19th of December‖ is approved, a sum of £885 will require to be added to Head II (*c*) of the statement. A memorandum is enclosed dealing with the various other questions referred to by the Resident.

3. I am to enclose also a copy of a letter¶ (with enclosure) from the Air Ministry giving details of the provision of £16,000 for the cost of the Protectorate Levies.

4. The above amendments will result in the provisional total of £50,100 inserted under the Aden Subhead of the draft Colonial and Middle Eastern Services Estimates 1934, being reduced by £990 to £49,110 and the amount of £12,650 inserted in the Appropriation in Aid Subhead in respect of (*a*) the contribution by the Government of India (£12,500) and (*b*) receipts from Protectorate Levies (£150) being reduced by £330 to £12,320 (£12,170 plus £150).

5. I am to request that their Lordships will now be good enough to approve the Estimates.

I am, &c.,
H. R. COWELL.

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* 17915/33 [No. 12]: not printed. † No. 5. ‡ No. 4.
§ No. 6. ‖ No. 61 in Middle East, No. 46. ¶ No. 8.

Enclosure in No. 11.

MEMORANDUM ON RESIDENT'S DESPATCH.

Paragraph 2.—See Treasury letter S21238/02/2 of the 4th July, 1933*. Head 1 (*a*) £5,823 includes £1,500 in respect of His Majesty's Government's contribution to the Civil Hospital, leaving £4,323 (rounded by Colonial Office to £4,325). £500 has been added by the Colonial Office in respect of His Majesty's Government's share of capital expenditure on the civil hospital—*vide* paragraph 3 of Colonial Office letter of 24th November, 1933†.

Paragraph 3.—£100 has been added by Colonial Office—*vide* note 1 (*c*) on statement enclosed in letter of 24th November, 1933.

Paragraph 4.—See paragraph 3 of covering letter.

Paragraph 5.—A copy of the despatch referred to was enclosed in Colonial Office letter of 15th February, 1933‡. The correct provision for the Political Secretary is £1,090 and for the Political Officers £885 each—*vide* paragraph 6 of Colonial Office letter of 24th November, 1933.

Paragraph 6.—Reference is requested to paragraph 2 of the covering letter.

Paragraphs 7 and 8.—It is proposed that Lieutenant-Colonel Lake should be appointed Political Secretary; no pension contribution will be payable, for the reasons stated. It is proposed that he should commence to draw his Indian Army pension on his eventual retirement and that his service as Political Secretary should be non-pensionable. As regards the two Political Officers, pending the actual appointments (if the second post is approved) and consideration of the question whether the posts should be made pensionable, it has not been thought necessary to make any provision in respect thereof. If it is proposed to make the posts pensionable, the Treasury will be consulted when the filling of the vacancies is under consideration. See also note II (*c*) of statement enclosed in Colonial Office letter of 24th November, 1933.

Paragraph 9.—This agrees with the provision included in the above-mentioned statement.

Paragraph 10.—See Treasury letter S.32316 of 17th December, 1932§. A copy of a despatch No. 150 of the 28th of June, 1933‖, from the Acting Resident is enclosed. In view of the amount involved (approximately £150), it does not appear to be necessary to make special provision for these arrears.

Paragraph 11.—£1,050 included by Colonial Office to cover existing education facilities and £1,125 for possible capital expenditure (*vide* paragraph 4 of Colonial Office letter of 24th November, 1933).

Paragraph 12.—£1,325 included by Colonial Office; reduction of £50 due to 7½ per cent. cut in salary of Political Officer at Sanaa. (*Vide* paragraph 6 of Colonial Office letter of 24th November, 1933.)

Item II (e) (i).—No provision required on this Vote. Provision made on Secret Service Vote.

Paragraph 13.—Separate provision not necessary; can be considered as coming under "Contingencies".

Paragraph 15.—See covering letter.

RECONCILIATION OF TOTAL SUGGESTED BY RESIDENT AND THAT NOW PROPOSED BY COLONIAL OFFICE.

	£
Total in statement enclosed in Colonial Office letter of 24th November, 1933	50,100
Add:—Vide paragraph 2 of covering letter	885
	50,985
Less:— ,, ... ,, ,, ...	1,875
	49,110

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* No. 13 in Middle East, No. 46. † No. 4. ‡ No. 7 in Middle East, No. 46.
§ C. 97903/32 [No. 6]: not printed. ‖ No. 109 in Middle East, No. 46.

Total in Resident's Statement		33,099
Add:—		
" Paragraph 2 " of memo.	2 / 500	
" Paragraph 3 " " "	100	
" Paragraph 4 " " "	16,000	
See note II (*c*) in statement enclosed in Colonial Office letter of 24th November, 1933	250	
" Paragraphs 7 and 8 (second part) "	180	
" Rounding " in Colonial Office figures	30	
	17,062	
Less:—		
Head II (*b*) (i)	100	
" " (*b*) (ii)	50	
" " (*b*) (iii)	50	
" " (*c*) (iii)	390	
" " (*d*) (i)	50	
" " (*e*) (i)	400	
" " (*e*) (iv)	11	
	1,051	
		16,011
		£49,110

37915/34 [No. 1]. No. 12.

MR. C. N. RYAN (TREASURY)

to

MR. K. W. BLAXTER (COLONIAL OFFICE).

[*Answered by No. 13.*]

Treasury Chambers, Whitehall, S.W.1,
17th January, 1934.

DEAR BLAXTER,

Aden Estimate, 1934.

I think we can agree generally with the Estimate outlined in Colonial Office letter of the 8th instant,* but I have one or two minor comments to make.

Civil Hospital.—The provision of £1,500 is presumably made without prejudice to the review of our contribution which is due to take place in 1934.

Police Buildings.—We note that you have added to the figures furnished by Aden £100 for capital expenditure. Presumably this addition is made not in the definite expectation of any capital expenditure on Police Buildings but merely as a reminder to your Department of a contingent liability.

Expenditure on Protectorate Chiefs.—I suggest that a lump sum of £12,765 should be provided to cover not only recurrent expenditure on Protectorate Chiefs but also capital expenditure of £1,125 on the suggested hostel for the Chiefs' sons. The provision will not, of course, commit us to the hostel scheme.

Political establishment at Sanaa.—We agree with the suggestion in your semi-official letter of the 8th January† that the question whether the Government of India should contribute need not be pressed until we have more definite information as to the prospects of a permanent post at Sanaa.

Secret Service.—I note that the provision (£400 in 1933–34) which has hitherto been made on this Estimate will in future be made on the General Secret Service Estimate. Has there been a separate decision on this?

Appropriations-in-Aid.—I think the foot-note in the printed Estimate will have to be vague this year—e.g., " A contribution, estimated at £12,000, will be made by the Government of India in respect of certain of the expenditure at Aden ". We want to avoid mentioning Secret Service or the Sanaa Mission in the footnote.

Finally, I suggest that, as in previous years, the Estimate should be rounded off say, £49,000.

I am passing the papers to the Establishment Division to deal with the staff provision.

Yours, &c.,
C. N. RYAN.

* No. 11. † No. 9.

37915/34 [No. 2]. No. 13.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

MR. C. N. RYAN (TREASURY).

DEAR RYAN, Downing Street, S.W.1, 27th January, 1934.

The following are the answers to the points raised in your letter of the 17th of January* (S. 21238/08) regarding the Aden Estimates 1934:—

Civil Hospital.—It was clearly necessary to make some provision, but it is, as you say " without prejudice ".

Police Buildings.—The position is as stated by you.

Expenditure on Protectorate Chiefs.—We agree.

Political Establishment at Sanaa.—We note what you say.

Secret Service.—Please see letter from Chadwick to Boyse of 15th of May, 1933†. The principle that " Secret Service " expenditure should not be charged to departmental votes is laid down in paragraph 60 of the Second Report of the Public Accounts Committee 1879 (page 88 of Epitome, 1857 to 1925).

Appropriations in Aid.—We note what you say and have no comments to offer.

Actual provision.—We have no objection to raise to the rounding down of the total to £49,000, as in a subhead of this size a hundred pounds one way or the other is of no great importance. We assume you will reduce " Miscellaneous " item by £80, i.e., £110 less £30 by which we had originally rounded up the total.

Yours, &c.,
K. W. BLAXTER.

37915/34 [No. 3]. No. 14.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

MR. W. G. STEVENS (AIR MINISTRY).

DEAR STEVENS, Downing Street, S.W.1, 27th January, 1934.

With reference to my letter of the 8th instant‡ regarding India's contribution to Aden expenditure, you may like to know that I have heard semi-officially from Ryan that the Treasury propose to insert £12,000 in the Colonial and Middle Eastern Services Estimates 1934 as India's estimated contribution towards the expenditure chargeable to that Vote.

Yours, &c.,
K. W. BLAXTER.

37915/34 [No. 4]. No. 15.

TREASURY

to

COLONIAL OFFICE.

SIR, Treasury Chambers, 9th February, 1934.

I have laid before the Lords Commissioners of His Majesty's Treasury Mr. Cowell's letter of the 8th January, 1934§, on the subject of the provision to be made in the 1934 Estimate for Colonial and Middle Eastern Services in respect of Aden.

* No. 12. † 322 Accounts: not printed. ‡ No. 10. § No. 11.

2. In reply I am to request you to inform the Secretary of State that My Lords sanction provision of £49,000 made up as follows:—

	£
I. Contributions by His Majesty's Government in Great Britain to the Government of India in respect of—	
(*a*) Civil services connected with the Protectorate	6,325
(*b*) Police, including Police buildings	8,600
II. Expenditure in connexion with the Protectorate for which His Majesty's Government in Great Britain is wholly responsible—	
(*a*) Protectorate Tribal Levies	16,000
(*b*) Political Secretary	1,090
2 Political Officers...	1,770
Supernumerary Political Officer...	250
Pension contributions (£180) and cost of leave passages (£120)	300
(*c*) Expenditure on Protectorate Chiefs	12,765
(*d*) Political Establishments in the Yemen	1,575
(*e*) Miscellaneous Expenses	325
	£49,000

3. My Lords also sanction the insertion in the Appropriations-in-Aid subhead of the Colonial and Middle Eastern Services Estimate of (i) the sum of £12,000 in respect of the contribution by the Government of India, (ii) £150 for receipts from Protectorate levies. The former figure is made up as follows:—

	£	£
Total of Aden Subhead (as above)		49,000
Add—		
Estimated Secret Service expenditure		300
		49,300
Deduct—	£	
Police	8,600	
Establishments in the Yemen	1,575	
Sundry receipts	1,500	
		11,675
		37,625
One-third of £37,625 (say)		12,500
Deduct—		
Abatement in respect of exemption of certain officers from Indian Income Tax		500
		£12,000

4. It will be understood that provision in the Estimates does not imply sanction for new or increased expenditure which has not received Their Lordships' specific approval. My Lords will await further communications on (i) the amount of the contribution from the Imperial Exchequer to the Civil Hospital, (ii) the suggested establishment of a college or hostel for the sons of Protectorate Chiefs, (iii) the possible appointment of a permanent Mission at Sanaa and the question of a contribution from the Government of India towards the cost of the Mission.

I am, &c.,

R. V. NIND HOPKINS.

37915/34 [No. 5].

No. 16.

THE SECRETARY OF STATE

to

THE RESIDENT.

(No. 36.)

SIR, Downing Street, 16th March, 1934.

I have the honour to refer to your telegram No. 355 [? 255] of the 30th of October* and to your despatch No. 273 of the 15th of November† submitting an estimate of expenditure during the financial year 1934–35 on Aden Protectorate Services and to inform you that the Lords Commissioners of the Treasury have approved the insertion of a sum of £49,000 under the Aden subhead of the Colonial and Middle Eastern Services Vote for 1934–35. A copy of their Lordships' letter is enclosed.‡ The variations from the figures recommended by you are explained in the enclosed statement.

As regards the education of the sons of Protectorate Chiefs and their near relatives, you will observe that a total sum of £12,765 has been included for expenditure on Protectorate Chiefs. The composition of this is shown on the enclosed statement. As regards the item of £1,050 for the recurrent expenditure in connexion with the education and accommodation in Aden of the children of Chiefs and notables from the Protectorate, the amount represents the reduction which you have effected under the heading "Presents and Entertainment" in 1934–35 as compared with 1933–34 and is in substitution of the provision proposed by you of £1,440. Pending further consideration of this scheme, however, the sum of £1,050 is intended to cover existing facilities which may of course be continued. The provision of house rent for the Education Officer at the rate of 50 rupees per month should be charged to this item. The item "School hostel building, £1,125" has been included on the understanding that I shall be consulted further as to the proposed hostel scheme before any expenditure is incurred.

Provision has been included for the proposed Political Establishment at Sanaa. Until I receive your report upon your recent mission to the Imam I am not aware as to the upshot of any discussions which you may have had with the Imam on this matter. If, however, arrangements are eventually made for a political representative at Sanaa, I propose to take up with the Secretary of State for India the question whether the Government of India should be invited to contribute to the cost of this establishment. In the meantime, this item of expenditure has been excluded from those services to which the Government of India contribute.

I have, &c.,

PLYMOUTH.

for the Secretary of State.

Enclosure in No. 16.

ESTIMATE 1934–35.

Head.	*Service.*	*Amount proposed by Resident.* £	*Amount included in approved Estimate.* £	*Notes.*
I (*a*)	Civil Services	5,823	6,325	A sum of £500 has been added to cover His Majesty's Government's share of any capital expenditure on the Civil Hospital. The sum of £1,500 as His Majesty's Government's contribution to the Civil Hospital is *provisional pending agreement as to actual amount of contribution.* £2 added as "rounding".
(*b*)	Reorganized Police Force..	8,000	8,000	
(*c*)	Police Buildings	500	600	£100 added to cover His Majesty's Government's share of any capital expenditure.
II (*a*)	Aden Protectorate Levies..	—	16,000	Estimate submitted by Air Ministry.
(*b*)	Political Secretary ..	1,190	1,090	Reductions on account of "cuts" of 10 per cent. and 7½ per cent. respectively on salaries.
	Political Officers (2) ..	1,870	1,770	
	Supernumerary Political Officer.	—	250	To cover possible "overlap" in these appointments.
	Pension Contributions, leave, etc., passages.	120	300	£180 added to cover possible pension liabilities.

* No. 2. † No. 6. ‡ No. 15.

ESTIMATE 1934–35—*continued.*

Head.	*Service.*	*Amount proposed by Resident.*	*Amount included in approved Estimate.*	*Notes.*
		£	£	
(*c*)	Expenditure on Protectorate Chiefs.	12,030	12,765	(i) Presents and Entertainment .. 6,730 (ii) Stipends .. .. 3,860 (iii) School Hostel, Recurrent Expenditure. 1,050 (iv) School Hostel, Capital Expenditure. 1,125 *See* covering despatch £12,765
(*d*)	Political Establishments in the Yemen.	1,625	1,575	Includes £250 for Hodeidah Mission, but salary of Political Officer at Sanaa has been reduced by 7½ per cent. on account of " cut ". A rounding of £2 10s. has been added.
(*e*)	Miscellaneous Expenditure.			
	(i) Secret Service ..	400	—	Now provided on Secret Service Vote.
	(ii) Political Staff, Travelling Allowances.	50	325	The provision of £416 required for these items was rounded down by £91 to keep the total provision within the figure of £49,000.
	(iii) Maintenance of Political Secretary's Bungalow.	50		
	(iv) House and property tax on Political Secretary's Bungalow.	11		
	(v) Repatriation of Arabs belonging to Protectorate.	50		
	(vi) Telephone rental, Sultan of Lahej.	205		
	(vii) Contingencies ..	50		
III	Extraordinary non-recurrent Expenditure.			
	School Hostel Building	1,125	—	Included in provision under II (*c*).
		£33,099	£49,000	

37915/34 [No. 13].

No. 17.

THE SECRETARY OF STATE

to

THE RESIDENT.

(No. 27).

SIR, Downing Street, 21st February, 1935.

I have the honour to inform you that owing to various additional items of expenditure under the control of the Colonial Office, which have been sanctioned during the year, it has been found necessary to present to Parliament a Supplementary Estimate of the Vote for Colonial and Middle Eastern Services and provision has been made therein for an additional sum of £5,000 in respect of expenditure at Aden. A copy of the Supplementary Estimate is enclosed.

2. Details of the various possible excesses and savings on expenditure at Aden are shown in the statement " A " enclosed, indicating a net excess of £5,730, but as some of the excesses may not perhaps come in course of payment during 1934–35, it is anticipated that the sum of £5,000 will prove to be sufficient. Each excess shown on the statement will form, or has formed the subject of separate correspondence and it must be understood that the fact that an item is included in the statement does not imply that the expenditure will necessarily be sanctioned. Most of the items have already received my approval, but it will be necessary to await specific sanction from me before any expenditure is incurred in those cases where my approval has not already been given. Should Parliament approve of the Supplementary Estimate referred to above, it will, however, be desirable to regulate the expenditure as far as possible so that, while the total provision for Aden is not exceeded, yet the expenditure approximates fairly closely to that estimate.

3. The original estimate for Aden services for the year 1934–35 was enclosed in my despatch No. 36 of the 16th of March, 1934*, and excluding Heads I *a*, *b*, *c* and II *a* thereof and items 1, 2, 3 of the statement " A " enclosed, all of which are accounted for through the Government of India and the Air Ministry, there remains a sum of £21,800 as shown in statement " B " enclosed, to be accounted for by you direct to the Colonial Office or expended at your request by the Colonial Office and the Crown Agents for the Colonies in the United Kingdom. The above figure is ' gross ' and excludes receipts, such as income tax, sale of arms and ammunition, etc., which are also included in your monthly accounts. I should accordingly be obliged if you will arrange that the expenditure referred to does not exceed in total the sum of £21,800 during 1934–35, but that so far as expenditure has been specifically authorized by me and is due for payment, the total approximates as closely as possible to that sum. This procedure should obviate the ' throwing forward ' to 1935–36 of expenditure which has been authorized to be incurred in 1934–35.

I have, &c.,

P. CUNLIFFE-LISTER.

* No. 16.

Enclosure 1 in No. 17.

Statement "A."

VOTE FOR COLONIAL AND MIDDLE EASTERN SERVICES, 1934–5.

SAVINGS AND EXCESSES.

Reference to correspondence.

SUBHEAD I.—ADEN.

Service.	*Possible Excesses.* £	*Saving.* £	*Reference to correspondence.*
1. Defence of Perim and Kamarin Islands	500		Secretary of State's despatch secret (2) of 30/4/34 [No. 37926/34 No. 20]].
2. Civil Hospital—recurrent	375		" " " No. 108, 17/9/34 [No. 37946/34 No. 13]].
3. Aden Protectorate Levies—re-organization	400		" " " confidential, 19/9/34 [No. 37947/34 No. 12]].
4. Gifts to Imam of Yemen and Ministers	200		" " " telegram No. 71, 8/8/34 [No. 30794/2/34 Genl. No. 78]].
5. Saudi-Yemeni War	300		See correspondence ending with Secretary of State's despatch No. 18, 5/2/35 [No. 38122/34 [No. 26]].
6. Mr. W. H. Ingrams—Baggage	70		Secretary of State's despatch No. 64, 7/6/34 [No. 12547 C.R. [No. 176]].
7. " Telephone	30		" " telegram No. 37, 25/4/34 [No. 37915/34 [No. 7]].
8. Appointment of O.C. Aden Levies as Inspector-General Abdali Forces	55		" " despatch confidential, 9/10/34 [No. 37951/34 [No. 6]].
9. Negotiation of Sanaa treaty (Remanet expenditure)	450		" " telegram No. 88, 12/10/34 [No. 37922/34 [No. 56]].
10. Ratification of Sanaa treaty	150		" " " No. 1, 1/1/35 [No. 37962/34 [No. 9]].
11. Rest House for Political Staff	300		Resident's telegram No. 4, 4/1/35 [No. 37959/34 [No. 14]].
12. Residency Officers—additions	840		" despatch No. 161, 20/6/34 [No. 37950/34 [No. 5]].
13. Gift of two Vickers guns to Sultan of Lahej	250		Secretary of State's despatch No. 136, 23/11/34 [No. 37953/34 [No. 22]].
14. Arrears of stipend to Sultan of Shehr and Mokalla	675		" " telegram No. 13 of 16/2/35 [No. 37915/34 [No. 12]].
15. Presents	262		" " despatch No. 132 of 17/11/34 [No. 37930/34 [No. 50]].
16. Political Officers travelling allowances	400		" " " No. 101, 27/8/34 [No. 37964/34 [No. 4]].
17. Restoration of salary cuts	90		" " " No. 67, 15/6/34 [No. 37941/34 [No. 11]].
18. Supply of ammunition of civilian rifle clubs	18		
19. School Hostel—non-recurrent (£1,120 provided. Probable expenditure, £1,320)	200		Resident's telegram No. 4, 4/1/35 [No. 37970/34 [No. 21B]].
20. Arms and ammunition. Remanet expenditure thrown forward to 1934–5 owing to delay in delivery of material.	1,915		Resident's despatch No. 12 of 15/1/35 [No. 78079/35 [No. 1]].
21. Grant to 'Audhali Sultan	500		" telegram No. 4, 4/1/35 [No. 37970/34 [No. 21B]].
1. School Hostel. Recurrent expenditure		700	" " No. 234, 4/9/34 [No. 37930/34 [No. 40]].
2. Second Political Officer—half-year—say		300	
3. Political Establishment at Sanaa—less salary of Frontier Officer—say		750	" despatch secret, 14/3/34 [No. 37944/34 [No. 1]].
4. Stipends		500	Paragraph 6 of Resident's despatch No. 12 of 15/1/35 [No. 78079/35 [No. 1]].
	£7,980	£2,250	

Estimated excess on original estimate, £5,730

Enclosure 2 in No. 17.

Statement "B."

VOTE FOR COLONIAL AND MIDDLE EASTERN SERVICES, 1934–5.

SUBHEAD I.—ADEN.

Expenditure to be accounted for by Resident direct or expended in England at his request.

	£
Amount provided on Estimates, 1934–5	49,000
" " " Supplementary Estimate, 1934–5	5,000
Total provision, 1934–5	54,000

Less :—Amounts provided in original estimate which will be adjusted by Colonial Office direct :—

	£	£
Civil Services	6,325	
Police Force	8,000	
Police Buildings	600	
Protectorate Levies	16,000	
		30,925

Amounts provided in Supplementary estimate which will be adjusted by Colonial Office direct :—

	£	£
Defence of Perim and Kamarin	500	
Civil Hospital—recurrent	375	
Protectorate Levies—reorganization	400	
	1,275	
		32,200
		£21,800

2. DIVISIBLE EXPENDITURE

(i) Police Buildings, etc.

17905/33 [No. 23]. No. 18.

MR. J. G. LAITHWAITE (INDIA OFFICE)

to

MR. C. N. RYAN (TREASURY.)

(Copy received in Colonial Office 4th January, 1934.)

DEAR RYAN, India Office, S.W.1, 3rd January, 1934.

Would you please refer to my letter of 23rd November, 1933*, enclosing a copy of a demi-official letter to the Government of India about expenditure on Police buildings at Aden? I now enclose a copy of a demi-official letter from the Government of India in reply, from which you will see answer to both your questions is in the affirmative, and that the point raised in the penultimate paragraph of your letter does not arise in view of the Government of India's explanation.

Yours, &c.,

J. G. LAITHWAITE.

* No. 42 in Middle East, No. 46.

Enclosure in No. 18.

New Delhi, 18th December, 1933.

Aden Police Buildings.

DEAR MR. LAITHWAITE,

Please refer to your demi-official letter dated 24th November, 1933*, to Fraser-Tytler.

2. Paragraph 3 of Mr. Ryan's demi-official letter No. S.37467, dated the 29th October, 1933†, a copy of which was enclosed with your demi-official letter referred to above, correctly expresses the intention of the Government of India. So long as the expenditure on any one minor work does not exceed Rs.3,000/-, no reference to His Majesty's Government will be made.

3. Expenditure on day-to-day repairs is wholly an Indian liability and it was never the intention of the Government of India to claim recovery of any portion thereof from His Majesty's Government, in addition to indirect contributions of £8,000 per annum or the rent contribution of £500.

Yours, &c.,

V. NARAHARI RAO.

To J. G. Laithwaite, Esq.,
India Office.

37905/34 [No. 1]. No. 19.

MR. R. D. JANES (INDIA OFFICE)

to

MR. V. H. BOYSE (COLONIAL OFFICE).

[*Answered by No. 20.*]

DEAR BOYSE, India Office, S.W.1, — January, 1934.

In Colonial Office letter of the 10th August, 1933‡, regarding the payment by His Majesty's Government of a rental for buildings occupied by the armed section of the Aden Police Force, it was stated that £500 per annum would be paid as from 1st April, 1933, " so long as the present conditions regarding the use of the buildings continue ". Will your Department require a certificate to that effect in support of the periodical claims by this Office on this account? If so, I should be glad if you would suggest a suitable formula that could be passed on to India for necessary action at an early date.

I think this and the main contribution of £8,000 per annum for the Police are the only lump sum contributions connected with Aden to which any conditions attach. That of £1,500 per annum towards the cost of the Civil Hospital is of course subject to reconsideration after the present year, while the contribution of £500 in respect of the liability of United Kingdom personnel to Indian Income Tax would not seem to call for any documentary evidence.

Yours, &c.,

R. D. JANES.

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* Enclosure in No. 42 in Middle East, No. 46. † Enclosure in No. 40 in Middle East, No. 46.
‡ No. 30 in Middle East, No. 46.

37905/34 [No. 2]. No. 20.

MR. V. H. BOYSE (COLONIAL OFFICE)

to

MR. R. D. JANES (INDIA OFFICE).

DEAR JANES, Downing Street, S.W.1, 27th January, 1934.

With reference to your letter of — January, 1934*, regarding the certificates required by the Colonial Office in support of various contributions made to Indian funds by His Majesty's Government, we think the points on which we should like confirmation before making payment are as follows:—

(*a*) *Police buildings—£500 p.a. rent.*

India should confirm that the buildings have been occupied by the armed section during the past year. Further, India should confirm that those buildings which were adapted for the interim armed force at the cost of United Kingdom funds have been used by the permanent force during the year, as otherwise His Majesty's Government would be at liberty to reopen the question of some claim on India in respect of that expenditure (*see* paragraph 2 of Colonial Office letter of 10th of August, 1933†).

(*b*) *Reorganized Police Force—£8,000 p.a. contribution.*

The certificate required in support of this payment has already been agreed upon (*see* paragraph 2 of India Office letter of 21st December, 1933).

(*c*) *Civil Hospital—£1,500 p.a. contribution.*

No conditions have been attached in respect of 1933/34 and we must wait and see what is agreed upon in respect of 1934/35 when the contribution comes up for reconsideration.

(*d*) *Exemption from Indian Income Tax—£500 p.a.*

Whilst no doubt we should soon hear if any attempt were made by the local tax authorities to collect Indian Income Tax from officers paid wholly from United Kingdom funds, yet a certificate to the effect that no such claims had been made in the past year, would be appreciated from an audit point of view.

In this connexion Indian Income Tax has been collected from Lieutenant-Colonel M. C. Lake to 30th September, 1933, and we are taking up separately the question of adjustment of this from 1st April, 1933.

If you could arrange for the above certificates to be supplied as soon as possible after the close of the financial year, we should be glad, and I must thank you for attempting to anticipate in advance what our requirements would be on these questions.

Yours, &c.,

V. H. BOYSE.

37905/34 [No. 6]. No. 21.

MR. J. G. LAITHWAITE (INDIA OFFICE)

to

MR. V. NARAHARI RAO (FOREIGN AND POLITICAL DEPARTMENT, GOVERNMENT OF INDIA).

(Copy received in Colonial Office, 28th May, 1934.)

DEAR MR. NARAHARI RAO, India Office, S.W.1, 24th May, 1934.

Attention has been drawn here to the fact that no claim seems to have been submitted by the Government of India in respect of the cost of new equipment for the Permanent Police Force at Aden. From the Government of India's letter of 16th July, 1930‡, this appears to have amounted to Rs.33,000. His Majesty's Government would normally be liable for 29 per cent of this amount (compare correspondence ending with Colonial Office letter of 9th January, 1931§, copy of which was forwarded with our weekly letter of 15th January, 1931). The explanation may be that the amount may have been set off at the time of purchase against the value of the equipment originally purchased by the Imperial Government for the Interim Force and subsequently trans-

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* No. 19. † No. 30 in Middle East, No. 46.
‡ Enclosure 4 in C. 79254/30 [No. 114]: not printed. § C. 79254/30 [No. 134]: not printed.

ferred from the Interim to the Permanent Force. The Colonial Office have recently agreed to waive their claim to be reimbursed on account of expenditure incurred by them in connexion with the equipment purchased by the Imperial Government and transferred from the Interim to the Permanent Force, and in view of this the Government of India may (even if the explanation suggested above of the absence of a claim is incorrect) think it not worth while pursuing this relatively small matter. But we would be grateful if you would be so kind as to let us know what the position is.

Yours, &c.,

J. G. LAITHWAITE.

37905/34 [No. 9]. No. 22.

MR. O. K. CAROE (FOREIGN AND POLITICAL DEPARTMENT, GOVERNMENT OF INDIA)

to

MR. J. G. LAITHWAITE (INDIA OFFICE).

(Copy received in Colonial Office, 20th December, 1934.)

DEAR LAITHWAITE, New Delhi, 22nd November, 1934.

Please see your demi-official letter dated the 24th May, 1934*.

2. The figure of Rs.33,000, which was intimated in 1930, as representing the cost of equipment required for the permanent force, was only an estimated cost. The actual expenditure incurred by the Government of India on account of equipment up to the 31st March, 1934, as now reported by Aden is Rs.13,973 or Rs.14,000 in round figures, and 29 per cent of this works out to Rs.4,060, which is the amount debitable to His Majesty's Government. As this is a relatively small sum and for the reason suggested in your letter, the Government of India have decided to waive their claim for reimbursement of this sum.

Yours, &c.,

O. K. CAROE.

(ii) Civil Hospital

37946/34 [No. 3]. No. 23.

INDIA OFFICE

to

COLONIAL OFFICE.

[Answered by No. 28.]

SIR, India Office, S.W.1, 23rd May, 1934.

I am directed by the Secretary of State for India in Council to refer to the correspondence resting with your letter of the 6th November, 1933†, on the subject of His Majesty's Government's contribution towards expenditure on the civil hospital at Aden and to enclose herewith, for the information of Secretary Sir Philip Cunliffe-Lister, a copy of a letter from the Government of India dated 15th March, 1934. A copy of the letter referred to in paragraph 1 of the Government of India's letter was forwarded to the Colonial Office with India Office printed letter of the 14th September, 1933‡.

2. In view of the explanation given by the Acting Chief Commissioner the Secretary of State in Council agrees with the Government of India that the proposal that, for the next three years, recurring expenditure on the hospital should be shared equally between His Majesty's Government and the Government of India is a fair one, and he trusts that Secretary Sir Philip Cunliffe-Lister will agree to move the Lords Commissioners of His Majesty's Treasury to accept it. The Secretary of State has no

* No. 21. † No. 41 in Middle East, No. 46. ‡ 17946/33 [No. 15]: not printed.

comments to offer on the alternative proposals in paragraph 3 of the enclosed letter that His Majesty's Government's contribution should consist either of a fixed annual contribution of £1,875 or of a payment of 50 per cent. of the actual annual recurring expenditure, but he would be glad to be informed in due course which proposal is preferred by the departments of His Majesty's Government concerned.

3. The proposed arrangement would be subject to reconsideration at the end of three years unless the administrative control of Aden is transferred to His Majesty's Government before then.

I am, &c.,

J. G. LAITHWAITE.

Enclosure in No. 23.

SIR, New Delhi, 15th March, 1934.

Subject:—Recurring expenditure on the civil hospital at Aden.

I am directed to refer to the letter from the Acting Chief Commissioner, Aden, to the Government of India, No. 4935, dated 4th August, 1933, a copy of which was transmitted to the India Office with Foreign Secretary's letter No. 132 (A)-M, dated 2nd September, 1933.

2. His Majesty's Government have agreed to contribute a sum of £1,500 or Rs.20,000/- per annum towards the recurring expenditure of the civil hospital at Aden for the three years ending 1933-34, thereafter the amount of contribution to be subject to reconsideration. On the basis of the average proportion of patients treated at the civil hospital from the Settlement and from outside the Settlement, the local authorities have suggested that the recurring expenditure on the hospital should be shared equally between His Majesty's Government and the Government of India. The Government of India support this proposal as fair and request that His Majesty's Government be approached with a view to their contributing, during the next three years commencing from 1934-35, a sum equal to 50 per cent. of the net recurring expenditure of the civil hospital at Aden.

3. A statement verified by the Accountant-General, Bombay, is enclosed showing the actual receipts and expenditure for the years 1930-31 to 1932-33 and the estimated receipts and expenditure during the years 1933-34 and 1934-35. The average annual net expenditure during the three years ending 1932-33 amounts to Rs.49,797/- or Rs.50,000/- roundly and on this basis the average annual contribution from His Majesty's Government would be approximately Rs.25,000/- or £1,875. Should His Majesty's Government however prefer to pay 50 per cent. of the net actual cost of running the hospital instead of making a fixed contribution, the Accountant-General, Bombay, will be instructed accordingly.

4. The contribution proposed will be subject to reconsideration at the end of three years unless the proposed transfer of the administration of Aden to the control of His Majesty's Government becomes effective before then.

I have, &c.,

V. NARAHARI RAO,

for Foreign Secretary to the Government of India.

His Majesty's Under Secretary of State for India,
India Office, London.

STATEMENT SHOWING THE RECURRING EXPENDITURE INCURRED ON THE CIVIL HOSPITAL, ADEN, FOR THE YEARS 1930-31 TO 1932-33 AND THE ESTIMATED FIGURES FOR 1933-34 AND 1934-35.

Year.	*Recurring expenditure including pay of officers and establishment.*	*Actual receipts.*	*Actual recurring expenditure after deducting receipts.*
	Rs.	Rs.	Rs.
1930-31	56,837- 7-0	4,083-15-0	52,753-8-0
1931-32	50,485-15-0	2,824-11-0	47,661-4-0
1932-33	52,812- 0-0	3,835-12-0	48,976-4-0
1933-34	53,800- 0-0*a*	3,585- 0-0*b*	50,215-0-0
1934-35	58,000- 0-0*a*	3,585- 0-0*b*	54,415-0-0

a. Budget Estimates.
b. Separately not available and as such averages of the last three years have been taken.

37946/34 [No. 4].

No. 24.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

LIEUTENANT-COLONEL SIR B. R. REILLY (RESIDENT, ADEN).

[Answered by No. 25.]

DEAR COLONEL, Downing Street, S.W.1, 18th June, 1934.

In Cowell's absence I am writing to you regarding Champion's despatch No. 192, of 9th August, 1933*, in which he enclosed a copy of his letter of the 4th of August to the Government of India about the civil hospital. In that letter Champion recommended that His Majesty's Government should bear one-half the recurrent expenditure on the Hospital instead of two-fifths as at present, and the India Office have now preferred a formal request on behalf of the Government of India for a revision of the incidence of cost on a fifty-fifty basis.

On the information at present available we do not feel able to agree that a case has been made out for increasing our contribution to the cost of the Hospital. The claim is based on an average for the years 1930-31 to 1932-33 which is shown as 638 for British Protectorate and Aliens and 683 for British (Settlement). We are not convinced that this average is an altogether true picture of the normal figures. The year 1931-32 seems to have been an abnormal one, and in any case it should now be possible to bring in the figures for 1933-34. Apart from this we doubt very much whether *all* aliens treated in the hospital should be regarded as the responsibility of His Majesty's Government. A case can be made for our accepting responsibility for Yemenis as part of our policy in the Protectorate, but there seems no particular reason why India should not pay for aliens from other parts of the world who are brought to Aden by the shipping interests of the Settlement.

For these reasons we should like to have some more data before proceeding further and we should be grateful if you could let us have the numbers for the years 1930-31 to 1933-34 inclusive, grouped under the following headings: (*a*) British (Settlement); (*b*) British Protectorate; (*c*) Yemenis; and (*d*) Other Aliens. If it is possible, without too much difficulty, we should be glad if (*d*) "Other Aliens," could be split up into nationalities.

Taking the view that His Majesty's Government are not responsible for *all* aliens, the figures for 1932-33 which are shown on page 6 of the last Administration Report (and which are the only ones available here) do not suggest that the share of His Majesty's Government is too small. They are:—British (Settlement) 794, Protectorate *211*, Aliens (Yemenis, etc.) 431. In the figures on which the new claim is based Protectorate patients are not shown separately.

I enclose a copy of the letter† which we have received from the India Office on the subject, together with the enclosure thereto.

Yours, &c.,

K. W. BLAXTER.

37946/34 [No. 7].

No. 25.

LIEUTENANT-COLONEL SIR B. R. REILLY (RESIDENT, ADEN)

to

MR. K. W. BLAXTER (COLONIAL OFFICE).

DEAR BLAXTER, The Residency, Aden, 6th July, 1934.

Please refer to your letter of 18th June, 1934‡. I enclose a statement showing the number of patients in the civil hospital for the years 1930-31 to 1933-34 inclusive, grouped in the way you require. You will see that aliens other than Yemenis are very few.

Yours, &c.,

B. R. REILLY.

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* No. 31 in Middle East, No. 46. † No. 23. ‡ No. 24.

Enclosure in No. 25.

CIVIL HOSPITAL, ADEN.

Statement showing the number of patients treated during the years 1930-31 to 1933-34 grouped under the following heads:—

Year.	(*a*) *Aden (Settlement).*	(*b*) *Aden Protectorate.*	(*c*) *Yemenis.*	(*d*) *Other Aliens.*	*Remarks.*
1930-31 ..	747	187	309	4	1 from Port Sudan, 1 from Singapore and 2 from Italian Somaliland.
1931-32 ..	508	316	468	—	
1932-33 ..	794	211	419	2	1 from France and 1 from Palestine.
1933-34 ..	590	364	423	11	2 from Italian Somaliland, 2 Abyssinians, 1 from Syria, 2 from Koweit (Persian Gulf), 2 Pilgrims from Chinese Turkistan and 1 Chinaman.
Average for four years.	660	270	405	4	

37946/34 [No. 8].

No. 26.

COLONIAL OFFICE

to

TREASURY.

[Answered by No. 27.]

SIR, Downing Street, 20th August, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to the correspondence ending with the letter from this Department of 10th May, 1933*, regarding the contribution of His Majesty's Government to the expenditure on the civil hospital at Aden, and to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a letter† from the India Office on this subject.

2. The arrangement sanctioned by Treasury letter No. S.37467 of 4th May, 1933‡, was that His Majesty's Government should contribute £1,500 a year towards the recurrent expenses of the hospital for the period 1931-32 to 1933-34 and that this arrangement should be subject to reconsideration after that period. It will be seen that the Government of India now propose that on the basis of the average proportion of patients treated at the civil hospital from the Settlement and from outside the Settlement the Contribution of His Majesty's Government for the next three years should be 50 per cent. of the average recurrent expenditure instead of 40 per cent. as at present, that is to say, £1,875 per annum instead of £1,500 per annum.

3. It has been ascertained that the number of patients treated at the hospital during the years 1930-31 to 1933-34 can be grouped as follows:—

Year.	(*a*) *Aden (Settlement).*	(*b*) *Aden Protectorate.*	(*c*) *Yemenis.*	(*d*) *Other Aliens.*	*Remarks.*
1930-31 ..	747	187	309	4	1 from Port Sudan, 1 from Singapore and 2 from Italian Somaliland.
1931-32 ..	508	316	468	—	
1932-33 ..	794	211	419	2	1 from France and 1 from Palestine.
1933-34 ..	590	364	423	11	2 from Italian Somaliland, 2 Abyssinians, 1 from Syria, 2 from Koweit (Persian Gulf), 2 Pilgrims from Chinese Turkistan and 1 Chinaman.
Average for four years.	660	270	405	4	

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* 17946/33 [No. 9]: not printed. † No. 23. ‡ No. 22 in Middle East, No. 46.

This statement shows that the average numbers for the last four years were (*a*) Aden Protectorate and Yemenis, 675; (*b*) Aden Settlement and other Aliens, 664. It is considered that His Majesty's Government would have some difficulty in refusing responsibility for the treatment of Yemeni patients at the hospital, which is the result of their policy in the Aden Protectorate, although there seems no reason why the Government of India should not pay for aliens from other parts of the world who are brought to Aden by the shipping interests of the Settlement. The latter class of patients is, however, very small and the claim of the Government of India that the recurrent expenses of the hospital should be shared equally by themselves and His Majesty's Government would therefore appear to be justified on the figures now available.

4. Sir Philip Cunliffe-Lister does not favour the alternative suggestion put forward in paragraph 3 of the letter from the Government of India, dated 15th March, 1934, that His Majesty's Government should pay half the net actual recurring expenditure instead of a fixed annual contribution, and I am accordingly to request that their Lordships will approve the proposal that for the year 1934-35 and the two following years His Majesty's Government should contribute the sum of £1,875 per annum towards the recurrent expenses of the civil hospital at Aden, this rate of contribution to be reconsidered on the expiry of that period.

I am, &c.,
H. R. COWELL.

37946/34 [No. 11]. No. 27.

TREASURY
to
COLONIAL OFFICE.

S.37467/2.

SIR, Treasury Chambers, 31st August, 1934.

I have laid before the Lords Commissioners of His Majesty's Treasury Mr. Cowell's letter of 20th August, 1934*, together with the accompanying copy of a letter from the India Office on the subject of the contribution of His Majesty's Government to the expenditure on the civil hospital at Aden.

In reply I am to request you to inform Secretary Sir Philip Cunliffe-Lister that My Lords approve the proposal that for the year 1934-35 and the two following years His Majesty's Government should contribute the sum of £1,875 per annum towards the recurrent expenses of the hospital, the rate to be subject to reconsideration at the end of that period.

I am, &c.,
F. PHILLIPS.

37946/34 [No. 12]. No. 28.

COLONIAL OFFICE
to
INDIA OFFICE.

SIR, Downing Street, 13th September, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to your letter of 23rd May† on the subject of His Majesty's Government's contribution towards the recurrent expenditure on the civil hospital at Aden.

2. Sir Philip Cunliffe-Lister would prefer the proposal that His Majesty's Government should make a fixed annual contribution of £1,875 rather than that they should pay 50 per cent. of the actual annual recurrent expenditure. The question has been referred to the Lords Commissioners of the Treasury and they have now signified their concurrence in this proposal.

3. I am accordingly to request you to inform Secretary Sir Samuel Hoare that His Majesty's Government agree to pay a fixed annual contribution of £1,875 towards the recurrent annual expenditure on the civil hospital for the year 1934-35 and the two following years, the rate to be subject to reconsideration at the end of that period unless the administrative control of Aden is transferred to His Majesty's Government before then.

I am, &c.,
K. W. BLAXTER.

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* No. 26. † No. 23.

(iii) Income Tax

17907/33 [No. 8]. No. 29.

TREASURY
to
COLONIAL OFFICE.

S.37467.

SIR, Treasury Chambers, S.W.1, 31st May, 1933.

I have laid before the Lords Commissioners of His Majesty's Treasury Mr. Cowell's letter of the 15th May, 1933*, and the accompanying draft of a letter which it is proposed to address to the India Office on the subject of the exemption from Indian income tax of British personnel serving at Aden whose pay is provided from United Kingdom funds.

In reply, I am to request you to inform the Secretary of State that My Lords concur in the terms of the draft letter.

I am, &c.,
R. V. NIND HOPKINS.

17907/33 [No. 13]. No. 30.

COLONIAL OFFICE
to
INDIA OFFICE.

[Answered by No. 31.]

SIR, Downing Street, S.W.1, 11th August, 1933.

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to Mr. Ryan's letter to Mr. Laithwaite of the 1st February, 1933†, regarding, *inter alia*, the question of the exemption from Indian income tax of British personnel serving at Aden whose pay is provided from United Kingdom funds, and to request you to inform Secretary Sir Samuel Hoare that, with the concurrence of the Lords Commissioners of the Treasury, His Majesty's Government now propose that they should make a payment to the Government of India of the sum of £500 per annum as from the year 1932-33, by deduction from the amount of the latter Government's contribution towards expenditure in Aden chargeable to United Kingdom funds, on the understanding that all claims against the above mentioned personnel in respect of Indian income tax are withdrawn. The above personnel are assumed to include not only United Kingdom Army and Air Force personnel stationed at Aden, but also the Political Secretary and the Political Officer, whose emoluments, apart from acting arrangements, are borne entirely on United Kingdom funds. It is also assumed that the moiety of the emoluments of the Chief Commissioner which is borne on United Kingdom funds and which is at present subject to both United Kingdom income tax and Indian income tax, should similarly be exempted from payment of Indian income tax under the above arrangements. Should it eventually be decided that the emoluments of the Personal Assistant are also to be borne equally on United Kingdom and Indian funds, the same concession should presumably apply in his case.

2. It is understood from the letter from the Government of India of the 23rd of May, a copy of which accompanied Mr. Laithwaite's letter to Mr. Woods of the 22nd June‡ that the Government of India are prepared to accept this arrangement.

Credit will accordingly be allowed to the India Office in the books of the Colonial Office, 1932-33, for the sum of £500 in respect of that year.

I am, &c.,
H. R. COWELL.

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* 17907/33 [No. 7]: not printed. † No. 16 in Middle East, No. 46.
‡ No. 27 in Middle East, No. 46.

17907/33 [No. 16]. No. 31.

MR. J. G. LAITHWAITE (INDIA OFFICE)

to

MR. V. H. BOYSE (COLONIAL OFFICE).

DEAR BOYSE, Whitehall, S.W.1, 1st September, 1933.

I write with reference to our conversation and to the official letter from the Colonial Office dated 11th August*, about the exemption from Indian income tax of certain British personnel serving at Aden.

2. This question arose essentially in connexion with Army and Air Force personnel and little, if any, attention was paid in the discussions to the position of such civil personnel (Political Secretary and Political Officer) as were paid wholly from United Kingdom funds. But the formula finally proposed by the Treasury (Ryan's letter of 1st February, S.37467†) was that the Government of India should grant exemption from Indian income tax to all British personnel serving at Aden whose pay was provided from the United Kingdom Exchequer, in return for a credit of £500 per annum by His Majesty's Government. In taking up the matter with the Government of India we remarked: " It appears that at present Army and Air Force personnel and possibly certain other individuals serving at Aden and paid wholly from the United Kingdom Exchequer are liable to double taxation in respect of income tax. These officers are servants of the Imperial Government paid from London and United Kingdom income tax is accordingly deducted at source, as we understand is required by law. On the other hand, Aden being part of British India, the Government of India claim similarly to levy income tax on their emoluments." It was indeed made clear in our correspondence that the concession which the Imperial Departments were anxious to secure was in respect of personnel serving at Aden " paid wholly from the Imperial Exchequer."

3. As you will see, this arrangement would not cover the case of the Chief Commissioner, who is not only an Indian Service Officer who has spent the whole of his service in India and is still serving in India and borne on the Indian establishment, but half of whose emoluments are paid from Indian funds. We have written to you separately, as you will remember, about Reilly's position.

Yours, &c.,

J. G. LAITHWAITE.

17907/33 [No. 17]. No. 32.

MR. V. H. BOYSE (COLONIAL OFFICE)

to

MR. J. G. LAITHWAITE (INDIA OFFICE).

[Answered by No. 34.]

DEAR LAITHWAITE, Downing Street, S.W.1, 24th October, 1933.

Thank you for your letter of the 1st September, 1933‡, about the exemption from Indian income tax of certain British personnel serving at Aden.

We are glad to receive your confirmation that the correspondence regarding relief from Indian income tax makes it clear that it applies to all British personnel serving at Aden whose pay is provided wholly from the United Kingdom Exchequer. Though the question appears to have been raised essentially in connexion with Army and Air Force personnel, we had always regarded it as applicable to civilian staff who come within the formula (e.g., the Political Secretary and Political Officer). I am afraid, however, that we must agree that Colonel Reilly is not covered by it. This practically amounts to a withdrawal of the latter part of paragraph 1 of Colonial Office letter of 11th August, 1933*. A separate letter is being addressed to you about Reilly.

The further question which needs clearing up is the date from which the concession should take effect. The Colonial Office have always assumed that the concession would operate from the date when we became responsible for the Aden Protectorate, viz., 1st April, 1927, in so far as from that date any of the officers concerned have been held

* No. 30. † No. 16 in Middle East, No. 46. ‡ No. 31.

to be liable to both Indian and United Kingdom income tax. This would affect Army and Air Force Personnel in so far as the Indian Government are claiming arrears of tax for three years and as regards Champion and Lake from the dates of their appointments, viz., 10th November, 1928, and 26th November, 1928, respectively. This point, however, does not seem to have been made clear in the final official correspondence though Wood's letter to you of 29th March, 1933*, in reply to your letter of 25th March†, made it clear that that was the proposal His Majesty's Government had in mind.

We are sending a copy of your letter of 1st September, and this reply, to the Treasury and Air Ministry.

Yours, &c.,

V. H. BOYSE.

17907/33 [No. 20]. No. 33.

MR. H. R. COWELL (COLONIAL OFFICE)

to

MR. J. G. LAITHWAITE (INDIA OFFICE).

MY DEAR LAITHWAITE, Downing Street, S.W.1, 25th October, 1933.

I am sorry to have been rather long in replying to your letter of 21st August, 1933‡, enclosing copies of correspondence regarding Reilly's income tax position.

At the risk of telling you what you may already know, may I explain that his assessability to United Kingdom income tax arises under Schedule E of the Income Tax Act of 1918, viz., " Tax under Schedule E shall be charged in respect of every public office or employment of profit, and in respect of every annuity, pension, or stipend payable by the Crown or out of the public revenue of the United Kingdom, other than annuities charged under Schedule C, for every twenty shillings of the annual amount thereof ". The relief to which he is entitled as a non-resident in the United Kingdom is determined by Section 24 of the Finance Act, 1920, while Dominion income tax relief is provided for under Section 27 of the same Act. This latter section allows Dominion income tax relief only on that part of total income which has suffered tax both in the Dominion and United Kingdom. Inasmuch as the statutory personal allowances (or a portion thereof) under Section 24 of the Finance Act, 1920, are taken into account in arriving at the United Kingdom income tax due, the relief is only due on the actual amount charged to United Kingdom income tax and not on the full amount assessed to that tax.

Reilly's position is similar to that of many others serving under the Colonial Office abroad, and though we cannot help feeling a measure of sympathy with these officers, there is no authority under which liability under the Schedule can be waived. While, therefore, any portion of the salary of the Resident at Aden is borne on United Kingdom funds, the incumbent will be liable on the basis of present income tax legislation, to assessment to United Kingdom income tax.

The Departmental Assessor of Income Tax assures me that Dominion income tax relief has been allowed to Reilly in accordance with the principle stated above in respect of his remuneration.

Yours, &c.,

H. R. COWELL.

17907/33 [No. 21]. No. 34.

MR. J. G. LAITHWAITE (INDIA OFFICE)

to

MR. V. H. BOYSE (COLONIAL OFFICE).

DEAR BOYSE, Whitehall, S.W.1, 21st November, 1933.

I am sorry to have been so long in disposing of your letter of the 24th October§, about the exemption from Indian income tax of certain British personnel serving at Aden.

2. Colonel Reilly's case is under discussion separately.

* No. 20 in Middle East, No. 46. † No. 19 in Middle East, No. 46.
‡ 37889 C.R. [No. 21]: not printed. § No. 32.

3. On the point raised in the third paragraph of your letter, the Government of India have agreed that in return for a Treasury contribution of £500 per annum with effect from 1932-33 all *outstanding* cases shall be regarded as finally closed. Having regard to the correspondence which has passed with the Government of India and with the Treasury, I see no objection to regarding this understanding as covering the whole period from 1st April, 1927, with, however, the important reservation, on the basis of which we have consistently proceeded, that there shall be no *reopening* of any case in which income tax had been claimed and collected by the Government of India prior to the date of the agreement between us, and that the formula which I have quoted shall cover such cases only as were actually outstanding on the date of the settlement.

4. I am sending a copy of this letter to the Treasury and to the Air Ministry.

Yours, &c.,

J. G. LAITHWAITE.

17907/33 [No. 22]. No. 35.

MR. V. H. BOYSE (COLONIAL OFFICE)

to

MR. J. W. SPAIGHT (AIR MINISTRY).

[*Answered by No. 36.*]

DEAR MR. SPAIGHT, Downing Street, S.W.1., 7th December, 1933.

We understand that Mr. Laithwaite, India Office, has sent to the Air Ministry a copy of his letter to me of 21st November, 1933*, regarding the exemption from Indian income tax of certain British personnel serving at Aden. You have presumably also received copies of the immediately preceding correspondence between us on the same subject.

We are under the impression that no claims for Indian income tax have been made on Royal Air Force personnel at Aden for the last three years, and it is possible that the reservation (Laithwaite's letter of 21st November*) will not materially affect your people. We should, however, like to hear whether you have any comment to offer on this point before we consider any further action.

As you will see from the earlier correspondence, only two of our people—the Political Secretary and Political Officer at Aden—are affected; and actually, Indian income tax has been levied on one only—in his case from 1928 to date.

Your earlier reference was a letter of the 30th January, 1933†, to Howard of this Office, but if this is no longer your concern perhaps you will be good enough to pass it to the proper quarter.

Yours, &c.,

V. H. BOYSE.

17907/33 [No. 23]. No. 36.

MR. J. M. SPAIGHT (AIR MINISTRY)

to

MR. V. H. BOYSE (COLONIAL OFFICE).

[*Answered by No. 37.*]

DEAR MR. BOYSE, Adastral House, Kingsway, W.C.2, 8th December, 1933.

In reply to your letter of the 7th December‡, we do not appear to have received from Mr. Laithwaite a copy of his letter to you of the 21st November*, on the subject of Indian income tax at Aden. The last letter of his which I received was one of the 1st September§, to you; a copy of this letter and of your reply to him of the 24th October‖, were forwarded to us by your Office on 25th October¶. We have heard nothing since. I should be very much obliged if you could let me have a copy of Mr. Laithwaite's letter of the 21st November*.

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* No. 34. † 17907/33 [No. 1]: not printed. ‡ No. 35. § No. 31.
‖ No. 32. ¶ 17907/33 [No. 19]: not printed.

You are right in assuming that claims for Indian income tax have not been effectively made on Royal Air Force personnel at Aden for the last three years; that is to say, claims were put forward by the local Indian tax officer but no recovery of Indian income tax was in fact made. The Royal Air Force personnel and any Air Ministry civilian officials at Aden have been charged British income tax all through.

I am not sure whether any other point emerges from Mr. Laithwaite's letter of the 21st November*, and I should be very much obliged if you would defer action *vis-à-vis* the India Office in the light of what I say above until I have seen a copy of his letter. It is possible that his letter gives some information of which I am unaware.

Yours, &c.,

J. M. SPAIGHT.

17907/33 [No. 24]. No. 37.

MR. V. H. BOYSE (COLONIAL OFFICE)

to

MR. J. W. SPAIGHT (AIR MINISTRY).

[*Answered by No. 38.*]

DEAR MR. SPAIGHT, Downing Street, S.W.1, 14th December, 1933.

I am sorry I omitted to enclose with my letter of 7th December† a copy of Mr. Laithwaite's letter of 21st November, 1933*.

You will see from the copy now enclosed that he regards the arrangement for the exemption from Indian income tax of certain British personnel serving at Aden as covering the whole period from 1st April, 1927, with, however, the important reservation that there shall be no reopening of any case in which income tax had been claimed and collected by the Government of India prior to the date of the agreement between us, etc.

A difficulty which has arisen is that, owing to the method of payment of salary, one of our people (two only are concerned!) has suffered deduction of Indian income tax, and acceptance of the reservation means that he will not get the benefit of the arrangement from 1928 as I am afraid he seems to expect.

My letter of 7th December was to enquire your reaction to the reservation. We were, however, under the impression that it might not affect your staff, though from your letter of the 8th December‡ it appears that it may do so.

Yours, &c.,

V. H. BOYSE.

17907/33 [No. 25]. No. 38.

MR. J. M. SPAIGHT (AIR MINISTRY)

to

MR. V. H. BOYSE (COLONIAL OFFICE).

DEAR MR. BOYSE, Adastral House, Kingsway, W.C.2, 15th December, 1933.

Many thanks for your letter of the 14th December§, forwarding a copy of Mr. Laithwaite's letter of 21st November*. I see that he states, in paragraph 3, that the Government of India have agreed that in return for Treasury contribution of £500 per annum, with effect from 1932-33, all outstanding cases should be regarded as finally closed. The position, so far as this Department is concerned, is that all our cases are outstanding, that is to say, in no case has Indian income tax been actually levied upon Royal Air Force personnel in Aden. As I stated in my letter of 8th December‡, claims were put forward for such tax but no recovery was made. This being so, it seems that no adjustment is necessary in respect of any of our cases, and that the settlement now arrived at concludes the whole matter, so that it becomes unnecessary to reopen any past cases. This is quite satisfactory, naturally, from our point of view.

Yours, &c.,

J. M. SPAIGHT.

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* No. 34. † No. 35. ‡ No. 36. § No. 37.

17907/33 [No. 26]. No. 39.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

MR. C. N. RYAN (TREASURY).

[*Answered by No. 40.*]

DEAR RYAN, Downing Street, S.W.1, 20th January, 1934.

I enclose a copy of correspondence* between the India Office, Air Ministry, and ourselves, regarding the exemption from Indian income tax of British personnel at Aden. Copies of the earlier correspondence† were sent to you officially on 25th October‡.

Subject to your views, we propose telling the India Office that we now agree to the arrangement as set out in this correspondence, including the important reservation referred to in Laithwaite's letter of 21st November§. As you will see, the reservation does not affect any Royal Air Force personnel. Unfortunately, it does affect the Political Officer, but we do not feel disposed to object to the reservation and possibly prejudice the arrangement.

As, however, Indian income tax has been recovered from the Political Officer for six or seven months in the current year, we shall be glad of an early reply so that we can take up the question with India, with a view to getting adjustment of this tax since 1st April, 1933. I understand from Laithwaite that he does not anticipate any difficulty in persuading the Government of India to agree to this adjustment.

Yours, &c.,

K. W. BLAXTER.

37907/34 [No. 1]. No. 40.

MR. W. R. FREETHY (TREASURY)

to

MR. K. W. BLAXTER (COLONIAL OFFICE).

[*Answered by No. 43.*]

(S.37467/2.)

DEAR BLAXTER, Treasury Chambers, S.W.1, 23rd January, 1934.

Ryan has asked me to reply to your letter of the 20th instant‖ regarding the exemption from Indian income tax of British personnel at Aden.

The position as I understand it is as follows.

We allow the Government of India, as from 1932-33, a rebate of £500 a year on the amount of her contribution to certain Aden services (Appropriation-in-Aid Subhead of the Colonial and Middle Eastern Services Estimate).

In consideration of this £500, Royal Air Force personnel in Aden will be exempted from Indian income tax not merely for the period since 1st April, 1932, but also for the period prior to that date. Claims have been made against the Royal Air Force for Indian income tax but the tax has not been paid, and India now agrees not to reopen these claims.

In the case of one civilian officer, however, (Lake, the Political Officer) Indian income tax has actually been paid and the Government of India refuse to refund tax for the period prior to 1st April, 1933.

The case of the Army personnel at Aden is not referred to in the recent correspondence. Presumably they will be treated in the same way as Royal Air Force personnel. I gather that you will consult the War Office. Mr. L. D. Holland wrote to us on the subject about a year ago.

* Nos. 34–38. † Nos. 31 and 32. ‡ 17907/33 [No. 18]: not printed. § No. 34. ‖ No. 39.

Provided the position of the War Office personnel is satisfactory, we agree that you should now inform the India Office that you concur in the arrangements now proposed.

I understand that Lake has been paying Indian income tax, but has had Dominion rebate in respect of British income tax; that he is a little out of pocket under this arrangement; but that there is no question of our paying him any compensation on that account.

The case of Colonel Reilly is apparently still under discussion.

Yours, &c.,

W. R. FREETHY.

37907/34 [No. 2]. No. 41.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

MR. L. D. HOLLAND (WAR OFFICE).

[*Answered by No. 42.*]

DEAR HOLLAND, Downing Street, S.W.1, 31st January, 1934.

I think that we ought to consult you with regard to the position as regards Indian income tax of War Office personnel at Aden.

I think you know, negotiations have been proceeding for some time with the Government of India for the exemption from Indian income tax of British personnel at Aden and have reached the stage for final acceptance subject to any comments the War Office may have to offer.

I enclose a copy of correspondence* from which you will see that the Treasury has agreed to a payment of £500 as from 1st April, 1932, to the Government of India in connexion with this concession, while the extent of the concession is referred to in Laithwaite's letter of 1st September, 1933†. It is chiefly, however, on the question of the reservation referred to in his further letter of 21st November, 1933‡, that we should like to know whether the position of War Office personnel is satisfactory before we finally tell the India Office that we accept the arrangements.

As one of our officers is adversely affected and has also suffered deduction of Indian income tax since 1st April, 1933, we are very anxious to get the arrangement brought into operation as soon as possible.

May I ask you therefore if you will be good enough to let us have an early reply?

Yours, &c.,

K. W. BLAXTER.

37907/34 [No. 3]. No. 42.

MR. O. S. CLEVERLY (WAR OFFICE)

to

MR. K. W. BLAXTER (COLONIAL OFFICE).

DEAR BLAXTER, The War Office, S.W.1, 10th February, 1934.

In reply to your letter of the 31st ultimo§ addressed to Holland on the subject of Indian income tax of War Office personnel at Aden, you can take it that we are satisfied with the proposed settlement and that we are not disturbed by the reservation in Laithwaite's letter of 1st September, 1933†.

Yours, &c.,

O. S. CLEVERLY.

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* Nos. 30–32 and 34–40. † No. 31. ‡ No. 34. § No. 41.

37907/34 [No. 4]. No. 43.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

MR. W. R. FREETHY (TREASURY).

[*Answered by No. 45.*]

MY DEAR FREETHY, Downing Street, S.W.1, 28th February, 1934.

Thank you for your letter No. S.37467/2* of the 23rd January about the exemption from Indian income tax of British personnel serving at Aden.

The date from which the Government of India will officially agree to exempt such personnel from Indian income tax has never been quite clear. I see you refer to the 1st April, 1932, for the Royal Air Force, that being the date from which our contribution takes effect, but the material date is, I think, 1st April, 1933, at least that is the date we have agreed with Laithwaite. The Army and Air Force personnel have, in point of fact, not paid tax and, in view of the arrangement now made, no arrears will be collected. (We wrote to the War Office and they have replied stating that the reservation as to not reopening cases in which tax has already been paid does not worry them, so I think we can assume that Army personnel have paid nothing.) There is, thus, no practical advantage in fixing the 1st April, 1932, as the date from which tax will be waived in the case of War Office and Air Ministry personnel. It is in fact merely an " accidental " date, being the commencement of the year in which we first paid our £500. This seems to have been taken into account by India in arriving at their equation, i.e., tax remission from April, 1927 = receipts from His Majesty's Government. We have, therefore, in the official letter to the India Office† (a copy of which we are sending to you), agreed to 1st April, 1933, as the operative date for the arrangement, this being the date prior to which they refuse to refund the tax collected from Lake. It is true that His Majesty's Government are commencing their contribution in 1932-33, but apparently when the arrangement was originally agreed to in semi-official correspondence the India Office did not appreciate that we considered the Political Secretary and the Political Officer as coming under the proposed exemption from Indian income tax. The India Office now admit however that the formula agreed upon must be held to cover these two officers.

Champion, the present Political Secretary, is not affected, as his salary has always been issued in this country and the Indian authorities had therefore no power to collect any Indian tax. The dispute (if I may so put it) is now around only one officer—Lake. The India Office admit that we are entitled to consider the agreement as covering him, but they feel that for them now to agree to this is in the nature of a further concession, as they thought only War Office and Air Ministry officers were concerned. In these circumstances Laithwaite has agreed that the India Office will press the Government of India to regard the political staff who are paid wholly from the Colonial and Middle Eastern Services Vote as also coming under the " exemption " arrangement, we on our part agreeing that as Lake has paid Indian income tax for 1932-33 and had his United Kingdom assessment for that year adjusted accordingly, we will not make any attempt to force India to accept the arrangement so far as Lake is concerned prior to 1st April, 1933, even although 1st April, 1932, was the commencing date of our contribution. As from 1st April, 1933, we must insist upon both present and future Political Secretaries and Political Officers coming within the terms of the exemption.

The above is not perhaps very logical, but it seems the best we can do. The *quid pro quo* that we offered India in return for their not pressing the liability prior to 1932-33 in the case of officers of the fighting services who had been assessed but who had not paid any Indian tax is referred to in Woods' letter to Laithwaite on this subject, dated 29th March, 1933‡.

We are not contemplating asking the Treasury to agree to any compensation being paid to Lake and we agree that nothing can be done as regards Lieutenant-Colonel Reilly.

I fear that this letter is rather lengthy, but I thought it advisable to set out the position very fully; otherwise the significance of the date 1st April, 1933, would not be apparent to any one coming fresh to the question at any time in the future.

Yours, &c.,

K. W. BLAXTER.

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* No. 40. † No. 44. ‡ 17907/33 [No. 6]: not printed.

37907/34 [No. 5]. No. 44.

COLONIAL OFFICE

to

INDIA OFFICE.

[*Answered by No. 46.*]

SIR, Downing Street, S.W.1, 28th February, 1934.

I am directed to refer to the letter from this Office of the 11th August last* regarding the exemption from Indian income tax of British personnel serving at Aden whose pay is provided wholly from United Kingdom funds.

2. Since the above-mentioned letter was written this question has formed the subject of semi-official correspondence with your Department, the Treasury, Air Ministry, and War Office. It appears from the correspondence with your Department that, in return for a payment of £500 per annum from United Kingdom funds to the Government of India, as from 1932-33 inclusive, the Government of India are prepared to regard the understanding as covering the whole period from 1st April, 1927, with, however, the reservation that there shall be no reopening of any case in which Indian income tax had been claimed and collected by the Government of India prior to the date of the agreement, which date for this purpose should be regarded as the 1st April, 1933.

3. The personnel to whom this arrangement will apply are United Kingdom Army and Air Force personnel stationed at Aden, and also the political staff who receive their pay wholly from Imperial funds. This latter staff at present consists of the Political Secretary and the Political Officer, but will in future include also the Second Political Officer who is shortly to be appointed and the Political Officer who may be appointed to Sanaa. The proposal by this Department to include in the arrangement the Chief Commissioner and his Personal Assistant is withdrawn.

4. It has been ascertained that the proposals outlined above meet with the concurrence of the Air Ministry, War Office, and Treasury, and I am to suggest that, if Sir Samuel Hoare sees no objection, the Government of India may now be asked to accord their formal concurrence to the arrangement.

5. In view of the payment by His Majesty's Government in the United Kingdom of £500 per annum as from the 1st April, 1932, the Secretary of State would have been disposed to consider that any Indian income tax claimed and collected since that date should have been adjusted but, in deference to semi-official explanations, he is willing to regard the operative date as the 1st April, 1933. It is understood, however, that Indian income tax has been collected from the Political Officer, Lieutenant-Colonel M. C. Lake, for the period 1st April, 1933, to 30th September, 1933, and I am to request that, if Sir Samuel Hoare sees no objection, this point may be brought to the notice of the Government of India with a view to the adjustment with Colonel Lake of Indian income tax paid.

Copies of this letter are being sent to the Treasury, Air Ministry, and War Office.

I am, &c.,

H. R. COWELL.

37907/34 [No. 9]. No. 45.

MR. W. R. FREETHY (TREASURY)

to

MR. K. W. BLAXTER (COLONIAL OFFICE).

S. 37467/2.

DEAR BLAXTER, Treasury Chambers, S.W.1, 6th March, 1934.

Thank you for your letter of 28th February†, regarding the exemption from Indian income tax of British personnel serving at Aden.

We note that the Army and Air Force personnel have not paid tax in the past and that under the arrangements now to be made they will not be called upon for any arrears and will, of course, be exempted in the future.

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* No. 30. † No. 43.

We agree that you should insist that as from the 1st April, 1933, both present and future Political Secretaries and Political Officers must come within the terms of the exemption. On the assumption that the Government of India agree to this, the general settlement now reached appears to be satisfactory.

We note that you do not contemplate asking the Treasury to agree to any compensation being paid to Lake and that nothing can be done as regards Lieutenant-Colonel Reilly.

Yours, &c.,
W. R. FREETHY.

37907/34 [No. 10]. No. 46.

INDIA OFFICE
to
COLONIAL OFFICE.

[Answered by No. 48.]

SIR, India Office, S.W.1, 16th May, 1934.

I am directed by the Secretary of State in Council to refer to your letter of the 28th February, 1934*, relating to the exemption from Indian income tax of British personnel serving at Aden whose pay is provided wholly from United Kingdom funds, and to enclose, for the information of Secretary Sir Philip Cunliffe-Lister, a copy of a demi-official letter from the Government of India accepting the arrangements set forth in your letter under reply.

2. The Secretary of State in Council concurs in those arrangements subject to the qualification mentioned in paragraph 1 of the Government of India's letter, which he assumes Secretary Sir Philip Cunliffe-Lister will be prepared to accept.

3. With reference to the second paragraph of the Government of India's letter, I am to say that it is presumed that steps are being taken locally to refund to Colonel Lake the income tax recovered from him on account of salary for the period from the 1st April to the 30th September, 1933.

I am, &c.,
J. G. LAITHWAITE.

Enclosure in No. 46.

MY DEAR LAITHWAITE, New Delhi, 16th April, 1934.

With reference to your demi-official letter dated the 16th March, 1934, I am desired to say that the arrangements set forth in the Colonial Office letter to the India Office, dated the 28th February, 1934, are in accordance with what has already been agreed to by the Government of India, who therefore agree to your formally intimating their acceptance to the Colonial Office. I am, however, desired to add that the acceptance of the proposals is subject to the qualification that the Government of India are not granting exemption from tax on income (if any), other than under the head salaries, which has arisen, accrued or received in British India.

The Government of India also agree that the Indian income tax recovered from Colonel Lake for the period from the 1st April, to the 30th September, 1933, on account of his salary, should be refunded to him.

Yours, &c.,
H. A. F. METCALFE.

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* No. 44.

37907/34 [No. 11]. No. 47.

THE SECRETARY OF STATE
to
THE RESIDENT.

[Answered by No. 50.]

(Confidential.)

SIR, Downing Street, S.W.1, 15th June, 1934.

I have the honour to inform you that I have been considering, in consultation with the other Departments of His Majesty's Government concerned, the question of the exemption from Indian income tax of British personnel serving at Aden whose pay is provided wholly from United Kingdom funds.

2. As you are aware, it has been arranged that as from 1932-33 inclusive a payment of £500 per annum from United Kingdom funds should be made to the Government of India, on the understanding that claims for payment of Indian income tax by these officials would not be made by the Government of India. The agreement now reached with the Government of India is as follows:—

> In return for the payment of £500 per annum from United Kingdom funds as from 1932-33 inclusive the Government of India agree to regard the arrangement as operating for the whole period from the 1st April, 1927, with however the reservation that there should be no reopening of any case in which Indian income tax has already been collected by the Government of India prior to the date of the agreement, which date for this purpose should be regarded as the 1st April, 1933.

3. The personnel to whom this arrangement will apply are United Kingdom Army and Air Force personnel stationed at Aden and also the political staff who receive their pay wholly from Imperial funds. This latter staff at present consists of the Political Secretary and the Political Officer, but will in future include also the Second Political Officer and the Frontier Officer who are shortly to be appointed.

4. It is understood that no Indian income tax was actually collected from Mr. R. S. Champion, nor has it been collected from any United Kingdom Army and Air Force personnel. Lieutenant-Colonel M. C. Lake has, however, paid Indian income tax up to the 1st April, 1933, and you will see that the arrangement provides that that tax cannot be refunded by the Government of India. As you are aware, however, Lieutenant-Colonel Lake has obtained Dominion income tax relief in respect of these payments.

5. I am informed that Indian income tax has been collected from Lieutenant-Colonel Lake for the period 1st April, 1933, to 30th September, 1933. The Government of India state that this tax will be refunded.

6. In conveying their concurrence in the above-mentioned arrangements the Government of India state that their acceptance of these proposals is subject to the qualification that they are not granting exemption from tax on income (if any) other than under the head of salaries, which has arisen, accrued or been received in British India. I have accepted this qualification.

I have, &c.,
P. CUNLIFFE-LISTER.

37907/34 [No. 12]. No. 48.

COLONIAL OFFICE
to
INDIA OFFICE.

SIR, Downing Street, S.W.1, 18th June, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to acknowledge the receipt of your letter of the 16th May* regarding the exemption from Indian income tax of British personnel serving at Aden whose pay is provided wholly from United Kingdom funds.

2. Sir Philip Cunliffe-Lister accepts the qualification mentioned in the first paragraph of Mr. Metcalfe's letter of the 16th April†. I am to enclose for Secretary Sir Samuel Hoare's information a copy of a despatch‡ which has been addressed to the Resident at Aden.

I am, &c.,
K. W. BLAXTER.

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* No. 46. † Enclosure in No. 46. ‡ No. 47.

37907/34 [No. 17]. No. 49.

MR. J. G. LAITHWAITE (INDIA OFFICE)

to

MR. H. A. F. METCALFE (FOREIGN SECRETARY TO THE GOVERNMENT OF INDIA).

(Copy received in Colonial Office, 29th June, 1934.)

MY DEAR METCALFE, India Office, S.W.1, 28th June, 1934.

With reference to your demi-official letter, dated 16th April, 1934*, about the income tax arrangements at Aden, I write to enclose a copy of a letter† which has been received from the Colonial Office in which they accept the qualification mentioned in the first paragraph of your letter under reply.

2. The Colonial Office, in paragraph 3 of the enclosed letter to the Resident, say that the arrangement also covers the Frontier Officer who is shortly to be appointed. From the Colonial Office letter of the 10th May to the Foreign Office, a copy of which was forwarded with our Weekly Letter No. 20 dated the 17th May, it will be seen that the appointment is to be in substitution for the appointment previously contemplated of permanent British representative at Sana'a. It will be remembered, however, that it had been agreed that the latter, if and when appointed, was to be included in the scope of the arrangements agreed to in your letter under reply (cp. Colonial Office letter of 28th February‡ enclosed in my demi-official to you of 16th March last) and there seems no objection, therefore now that it has been decided not to appoint a Permanent British Representative at Sana'a, to the inclusion of the Frontier officer within the scope of the agreement in his stead.

Yours, &c.,

J. G. LAITHWAITE.

37907/34 [No. 18]. No. 50.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 30th July, 1934.)

(No. 194.)
(Confidential.)

SIR, The Residency, Aden, 18th July, 1934.

I have the honour to refer to paragraphs 4 and 5 of your confidential despatch of the 15th June, 1934§, on the subject of the exemption from Indian income tax of British personnel serving at Aden whose pay is provided wholly from United Kingdom funds, and to state that no Indian income tax was collected from Mr. R. S. Champion, nor has it been collected from any United Kingdom Army and Air Force personnel.

2. The Income Tax Officer, Aden, states that Indian income tax collected from Lieutenant-Colonel M. C. Lake from April, 1933, to October, 1933, has been refunded to him under the orders of the Government of India.

I have, &c.,

M. C. LAKE,

for Resident, &c.

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* Enclosure in No. 46. † No. 47. ‡ No. 44. § No. 47.

37907/34 [No. 20]. No. 51.

MR. O. K. CAROE (FOREIGN AND POLITICAL DEPARTMENT, GOVERNMENT OF INDIA)

to

MR. J. G. LAITHWAITE (INDIA OFFICE).

(Copy received in Colonial Office, 20th September, 1934.)

DEAR LAITHWAITE, Simla, 28th August, 1934.

With reference to your demi-official letter to Mr. Metcalfe, dated the 28th June, 1934*, I am desired to say that, in the circumstances explained therein, the Government of India agree to the inclusion of the Frontier Officer, whom it has now been decided to appoint in place of the Permanent British Representative at Sanaa formerly contemplated, within the scope of the agreement relating to the exemption from payment of Indian income tax of officials employed at Aden whose emoluments are wholly met from Imperial revenues.

Yours, &c.,

O. K. CAROE.

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3. ESTABLISHMENT

(i) Political Staff Vacancies

37930/34 [No. 1]. No. 52.

TREASURY

to

COLONIAL OFFICE.

E. 20798.

SIR, Treasury Chambers, 6th January, 1934.

In reply to Mr. Cowell's letter of the 19th December last† transmitting copy of a despatch from the Resident at Aden‡, I am directed by the Lords Commissioners of His Majesty's Treasury to request you to convey to the Secretary of State for the Colonies Their Lordships' sanction to the creation with effect from the beginning of the next financial year of a second post of Political Officer for the Aden Protectorate with remuneration as follows:—

Salary (subject to abatement)	£700–25–£800 p.a.
Local Allowance	£100 p.a.
Conveyance Allowance	£135 p.a.

Additional provision will be made accordingly to Head II(*c*) of the provisional Estimates for 1934/35, as requested.

I am, &c.,

JAMES RAE.

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* No. 49. † No. 61 in Middle East, No. 46. ‡ No. 60 in Middle East, No. 46.

37930/34 [No. 4]. No. 53.

THE SECRETARY OF STATE

to

THE ACTING RESIDENT.

(No. 14.)

SIR, Downing Street, 19th January, 1934.

I have the honour to acknowledge the receipt of Lieutenant-Colonel Reilly's despatch No. 266 of the 9th of November* recommending the appointment of a second Political Officer for the Aden Protectorate, and in reply to inform you that, with the concurrence of the Lords Commissioners of the Treasury, I approve the creation of this second post with effect from the 1st April next. A copy of correspondence with the Treasury is enclosed†.

2. I am taking steps to select a suitable candidate for this vacancy.

I have, &c.,

PLYMOUTH,

for the Secretary of State.

37913/34 [No. 2]. No. 54.

COLONIAL OFFICE

to

TREASURY.

[*Answered by No. 55.*]

SIR, Downing Street, 25th January, 1934.

I am directed to invite your reference to a despatch from the Resident at Aden of the 20th July, 1932‡, a copy of which was enclosed in the letter from this Department of the 15th February, 1933§, regarding the successor to the post of Political Secretary at Aden on the termination of Mr. Champion's period of secondment from Palestine, and to request you to inform the Lords Commissioners of the Treasury that Mr. Champion is expected to proceed on final leave prior to reversion to the Palestine Service towards the end of March next.

2. It is accordingly proposed that Lieutenant-Colonel M. C. Lake, at present Political Officer at Aden, should be appointed to the post of Political Secretary as from the date of Mr. Champion's reversion to the Palestine Service about May, 1934, and I am to request that their Lordships may be moved to sanction the appointment of Lieutenant-Colonel Lake as from that date on the terms recommended by the Resident in the above-mentioned despatch, namely:—

Salary £900–£25–£1,000 per annum (less temporary 10 per cent. " cut ").

Lieutenant-Colonel Lake to be paid at the maximum of the scale in view of his seniority and experience.

Local Duty Allowance £100 per annum to be paid to Lieutenant-Colonel Lake (although unmarried) for the reasons given by the Resident.

Conveyance Allowance £90 per annum.

The salary and duty allowance are subject to United Kingdom income tax. The term of the appointment would be for 3 years in the first case.

3. Lieutenant-Colonel Lake is eligible for full pension in respect of his service with the Indian Army as from the 9th January, 1934 (should he retire from the Active List of the Indian Army), but it is proposed that he should be retained on the Active List for a further period until he reaches the age of compulsory retirement (55) or until such date as his service under the Colonial Office is terminated, whichever is the earlier. (Colonel Lake will be 49 years of age on the 28th May, 1934.) During this period no pension

* No. 60 in Middle East, No. 46. † No. 61 in Middle East, No. 46 and No. 52.
‡ No. 80 in Middle East, No. 34. § No. 7 in Middle East, No. 46.

contribution will be payable from United Kingdom funds and no pension will be paid to him from Indian funds. It is felt that this is an equitable arrangement as, whilst Indian funds will be saving the pension during the period of his employment, United Kingdom funds will be relieved of all pension liability for that period.

4. The arrangements proposed in paragraphs 2 and 3 above have received the concurrence of the India Office and the Government of India.

5. Provision has been made for the post of Political Secretary on the above basis in the draft 1934–35 Estimates in respect of Aden enclosed in the letter from this Department of the 24th November, 1933*.

I am, &c.,

K. W. BLAXTER.

37913/34 [No. 3]. No. 55.

TREASURY

to

COLONIAL OFFICE.

E.19172/3.

SIR, Treasury Chambers, 31st January, 1934.

I have laid before the Lords Commissioners of His Majesty's Treasury Mr. Blaxter's letter of the 25th instant† relative to the appointment of a successor to the post of Political Secretary at Aden on the termination of Mr. Champion's period of secondment from Palestine.

In reply I am directed to request you to convey to the Secretary of State for the Colonies Their Lordships sanction to the appointment of Lieutenant-Colonel M. C. Lake, Political Officer, to the post of Political Secretary as from the date of Mr. Champion's reversion to the Palestine Service about May, 1934, for a period of 3 years in the first instance, with remuneration as follows:—

Salary £900–£25–£1,000 per annum (less temporary 10 per cent. cut).

Lieutenant-Colonel Lake to be paid at the maximum of the scale in view of his seniority and experience.

Local Duty Allowance £100 per annum.

Conveyance Allowance £90 per annum.

My Lords sanction also the arrangements proposed in the third paragraph of the letter under reply in which, They note, the India Office and the Government of India concur.

I am, &c.,

JAMES RAE.

37913/34 [No. 4]. No. 56.

THE SECRETARY OF STATE

to

THE ACTING RESIDENT.

[*Answered by 37913/34 [No. 6].*]

(Confidential.)

SIR, Downing Street, 14th February, 1934.

With reference to Lieutenant-Colonel Reilly's confidential despatch No. 136 of the 20th July, 1932‡, and subsequent correspondence regarding the appointment of Lieutenant-Colonel M. C. Lake to succeed Mr. R. S. Champion as Political Secretary at Aden, I have the honour to inform you that I have now received the approval of the Lords Commissioners of the Treasury for the appointment of Lieutenant-Colonel Lake to this post as from the date on which Mr. Champion's leave expires prior to his return to Palestine.

* No. 4. † No. 54. ‡ No. 80 in Middle East, No. 34.

2. I enclose a copy of a letter to the Treasury of 25th January* setting out the terms proposed for the appointment and of the Treasury reply of 31st January†, approving these terms. I shall be glad if you will now offer the appointment to Lieutenant-Colonel Lake on the terms set out in this correspondence, and if you will inform me whether he accepts the appointment on these conditions.

I have, &c.,
PLYMOUTH,
For the Secretary of State.

37930/34 [No. 22]. No. 57.

COLONIAL OFFICE
to
TREASURY.

[*Answered by No. 58.*]

SIR, Downing Street, 27th April, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to Mr. Lloyd's letter to Mr. Foyle of the 27th January‡ and Mr. Foyle's reply No. E.20798 of the 30th January§ regarding the appointment of Mr. W. H. Ingrams as Political Officer at Aden.

2. In accordance with the arrangement made in that correspondence, in order to preserve Mr. Ingrams' pension rights, he has been transferred from Mauritius to the British Somaliland Protectorate as a supernumerary District Officer on the scale £700–£40–£800 and seconded to Aden: and he has been informed that a pension contribution will be paid by His Majesty's Government in the United Kingdom to Somaliland funds, which will be liable for ultimate pension in respect of his tenure of the Aden appointment. The pension contribution payable will be at the rate of fifteen per cent of his pensionable emoluments in Somaliland.

3. I am now to request that their Lordships may be moved to give their covering approval for Mr. Ingrams's appointment as a supernumerary to British Somaliland, and for the payment of a pension contribution from the Aden Sub-head of the Colonial and Middle Eastern Services Vote to Somaliland funds.

I am, &c.,
H. R. COWELL.

37930/34 [No. 24]. No. 58.

TREASURY
to
COLONIAL OFFICE.

(E.20798.)

SIR, Treasury Chambers, 12th May, 1934.

I have laid before the Lords Commissioners of His Majesty's Treasury Mr. Cowell's letter of the 27th ultimo‖, relative to the appointment of Mr. W. H. Ingrams as Political Officer at Aden.

My Lords note that in order to preserve Mr. Ingrams' pension rights, he has been transferred from Mauritius to the British Somaliland Protectorate as a supernumerary District Officer on the scale £700–£40–£800 and seconded to Aden, and that Somaliland funds will be liable for ultimate pension in respect of his tenure of the Aden appointment.

* No. 54. † No. 55. ‡ 37930/34 [No. 7]: not printed. § 37930/34 [No. 9]: not printed. ‖ No. 57.

In reply I am to request you to convey to the Secretary of State for the Colonies Their Lordships' covering sanction for Mr. Ingrams' appointment as a supernumary to the Establishment of British Somaliland, and for the payment to Somaliland funds of a pension contribution of 15 per cent. of the pensionable emoluments of his substantive post in Somaliland from the Aden Sub-head of the Colonial and Middle Eastern Services Vote.

I am, &c.,
JAMES RAE.

(ii) Travelling Allowances

37930/34 [No. 28]. No. 59.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 18th June, 1934.)

[*Answered by No. 62.*]

(No. 153.)

SIR, The Residency, Aden, 6th June, 1934.

I have the honour to refer to my despatch No. 136, dated the 20th July, 1932*, in which I recommended that the allowance to be given to future Political Officers for travelling in the Aden Protectorate should be the actual expenses incurred by them, and to your despatch, dated 14th February, 1934†, in which you concurred to this proposal.

2. Since the appointment of a new Political Officer on 1st April, 1934, it has been found in practice, that not only is the term " actual travelling expenses " too indefinite, but that the reimbursement to the Political Officer on this basis is in fact inadequate.

3. For example, when an officer uses his own car he can calculate the actual cost of petrol consumed, but it is difficult for him to estimate the cost of wear and tear to the car, wear and tear of kit, and the extra cost of living, all of which items affect considerably the cost of travel.

4. I therefore recommend that the term " actual travelling expenses " should apply only in cases where an officer of the Political Staff does not use his own car, but has to hire transport; and that, when he uses his own car, he should be entitled to claim mileage allowance, at the rate sanctioned in Mr. Amery's despatch No. 6 of 27th February, 1929‡. I recommend also that he be entitled to draw daily allowance at the rate quoted in the same despatch for every night he spends in the Protectorate on duty.

5. I regret that in submitting my Estimates for 1934–35§ the question of expenditure on account of travelling claims submitted by my Political Officers was overlooked, as hitherto the travelling allowance of the Political Officer has been included in his pay and allowances and has not been shown as a separate item. I therefore submit as an enclosure to this despatch, a supplementary estimate which includes not only travelling and daily allowances of the two Political Officers and Frontier Officer (*vide* your secret (2) despatch, dated the 17th May, 1934‖), but also anticipated expenditure by my Political Staff on account of tribal escort fees and small presents to Protectorate personnel from time to time, in the course of their journeys.

6. In this connexion I wish to draw your attention to my despatch No. 266, dated 9th November, 1933¶, in which I laid stress on the importance of increased direct political contact between the Residency and the Aden Protectorate and the more rapid gaining of intelligence. It is for these objects that the probable frequent visits of the two Political Officers and the Frontier Officer to various parts of the Aden Protectorate will necessitate an expenditure somewhat larger than that which has been found necessary in the past.

* No. 80 in Middle East, No. 34. † No. 4. ‡ C. 69279/29 [No. 2]: not printed. § No. 6. ‖ No. 81. ¶ No. 60 in Middle East, No. 46.

7. Except in those parts of the Protectorate which are governed by enlightened and comparatively wealthy rulers such as His Highness the Sultan of Lahej or His Highness the Sultan of Shihr and Mukalla, or which have close contact with the Aden Residency, such as the territories of the Amir of Dhala' and the Fadhli and Haushabi Sultans, it is still necessary for visitors to adhere to the tribal custom of taking, and paying for, tribal escorts. The payment of small presents for services rendered is also expected.

It is hoped that such expenditure will materially decrease year by year as my Political Staff obtain greater touch with these more remote and uncivilized localities.

8. It is, however, considered that the present estimate of £300 on account of escort fees and presents is the minimum of expenditure under existing conditions.

Owing to the numerous normal calls on the Political Services Vote, I do not consider that it can bear this extra charge, and for this reason I submit it as an additional item.

9. It is anticipated that a large proportion of the sum of £865 included in this supplementary estimate can be met from savings during the current year.

I have, &c.,

B. R. REILLY.

Resident. &c.

Enclosure in No. 59.

SUPPLEMENTARY ESTIMATE FOR TRAVELLING EXPENSES AND DAILY ALLOWANCES OF POLITICAL STAFF.

	Period.	*Estimated No. of Days. Daily Allowance at Rs. 7/8/-*	*Amount. Rs.*	*Estimated Mileage in own Car at As. 8/-*	*Amount Rs.*	*Actual Expenses. (Animal and human transport). Rs.*
Senior Political Officer	Full year	150	1,125	3,000	1,500	540
Junior Political Officer	7 months	110	825	2,000	1,000	450
Frontier Officer ..	9 months	125	937½	1,200	600	540
Total		Rs. 2,887½ or £217.			Rs. 3,100 or £233.	Rs. 1,530 or £115.

Escort Fees .. .. £50 annually for each officer = £150
Presents (*including messengers' fees*) £50 annually for each officer = £150 } £300.

37930/34 [No. 48]. No. 60.

COLONIAL OFFICE

to

TREASURY.

[*Answered by No. 61.*]

SIR, Downing Street, 8th October, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to your letter No. E.20798 of the 6th January, 1934*, and previous correspondence, relating to the appointment of Political Officers for the Aden Protectorate, and to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch from the Resident at Aden† regarding the question of travelling allowances for these officers and also for the Frontier Officer. The appointment of a Frontier Officer was sanctioned by Treasury letter No. E.20798 of the 30th of April, 1934‡.

2. The recommendations of the Resident regarding the salary and allowances attaching to the post of Political Officer were contained in his despatch No. 136 of the

* No. 52. † No. 59. ‡ No. 80.

20th July, 1932*, a copy of which was enclosed with this Department's letter of the 15th of February, 1933†, on the subject of the Aden Estimates for the year 1933-34, and included a proposal that the travelling allowances granted to Political Officers should be their actual travelling expenses. In the light of subsequent experience, the Resident has come to the conclusion that reimbursement to the Political Officers on this basis is inadequate, and in paragraph 4 of the accompanying despatch he submits further recommendations in this respect. A copy of Mr. Amery's despatch No. 6 of the 27th of February, 1929‡, was enclosed in the letter from this Department of the 16th of August, 1929§.

3. Sir Philip Cunliffe-Lister agrees with the views expressed by the Resident in the accompanying despatch, and he accordingly requests that their Lordships will sanction the application of the following regulations to the Political Officers and the Frontier Officer at Aden:—

The officer would be allowed:

(*a*) Actual expenditure on escort fees, presents, etc.

(*b*) 8 annas per mile when using his own car *outside* the Settlement, or if not using his own car, actual cost of transport used.

(*c*) Subsistence allowance of Rs.7.8 a day *outside* the Settlement.

(*d*) When on board His Majesty's ships rates allowable under paragraph 17 (iv) of Part 1 of Colonial Regulations.

4. Enquiry has been made of the Resident whether if the above proposals are approved, he considers that the conveyance allowance of £135 per annum payable to the Political Officers and the Frontier Officer would still be justified. In this connexion, the Resident's attention was drawn to the fact that Lieutenant-Colonel Lake, the Political Secretary, draws conveyance allowance of £90 per annum only. In reply, the Resident has stated that he is satisfied that the existing rate of conveyance allowance would still be justified in the case of the Political Officers and the Frontier Officer. In support of his opinion he points out that these officers are expected to live in the Crater, five to six miles from headquarters at the Residency Office, in order better to keep in touch with Arab personnel, whereas the Political Secretary is only one mile away. In addition to this, the nature of the duties of these officers necessitates their having to use their cars in the Aden Settlement much more than the Political Secretary, whose duties are chiefly confined to his Office. The Resident states that the higher rate of conveyance allowance for the Political officers and Frontier officer was based on these considerations.

5. A copy of the Resident's despatch No. 266 of the 9th of November, 1933‖, to which reference is made in paragraph 6 of the accompanying despatch, was sent to the Treasury under cover of Colonial Office letter of the 19th of December, 1933¶.

I am, &c.,

H. R. COWELL.

37930/34 [No. 49]. No. 61.

TREASURY

to

COLONIAL OFFICE.

(E.20798.)

SIR, Treasury Chambers, 3rd November, 1934.

I have laid before the Lords Commissioners of His Majesty's Treasury Mr. Cowell's letter of the 8th ultimo** transmitting a copy of a despatch from the Resident at Aden regarding the question of travelling allowances for the Political Officers and Frontier Officer in the Protectorate.

* No. 80 in Middle East, No. 34. † No. 7 in Middle East, No. 46
‡ No. C 69279/29 [No. 2]: not printed. § 69279/29 [No. 15]: not printed.
‖ No. 60 in Middle East, No. 46. ¶ No. 61 in Middle East, No. 46. ** No. 60.

In reply I am to request you to convey to the Secretary of State for the Colonies Their Lordships' sanction for the application of the following regulations to the officers in question, viz.:—

The officer to be allowed:

(*a*) Actual expenditure on escort fees, presents, etc.
(*b*) 8 annas per mile when using his own car *outside* the Settlement, or if not using his own car, actual cost of transport used.
(*c*) Subsistence allowance of Rs.7.8 a day *outside* the Settlement.
(*d*) When on board His Majesty's ships rates allowable under paragraph 17 (iv) of Part 1 of Colonial Regulations.

I am, &c.,
JAMES RAE.

37930/34 [No. 50]. No. 62.

THE SECRETARY OF STATE
to
THE RESIDENT.

(No. 132.)

SIR, Downing Street, 17th November, 1934.

I have the honour to acknowledge the receipt of your despatch No. 153 of the 6th of June* regarding the question of travelling allowances for the Political Officers and the Frontier Officer in the Aden Protectorate, and to inform you that with the concurrence of the Lords Commissioners of the Treasury, I approve the application to those officers, with effect from 1st April, 1934, or the date on which they took up their appointments, whichever is the later, of the following transport and travelling regulations:—

The officer to be allowed:

(*a*) Actual expenditure on escort fees, presents, etc.
(*b*) 8 annas per mile when using his own car *outside* the Settlement, or if not using his own car, actual cost of transport used.
(*c*) Subsistence allowance of Rs.7.8 a day *outside* the Settlement.
(*d*) When on board His Majesty's ships rates allowable under paragraph 17 (iv) of Part 1 of Colonial Regulations.

2. Copies of letters exchanged with the Treasury on the subject are enclosed for your information†.

I have, &c.,
P. CUNLIFFE-LISTER.

(iii) Acting Allowances

37910/34 [No. 1]. No. 63.

THE RESIDENT
to
THE SECRETARY OF STATE.

Received 24th September, 1934.)

[*Answered by No. 67.*]

(No. 243.)

SIR, The Residency, Aden, 12th September, 1934.

I have the honour to refer to the correspondence ending with your telegram No. 75 of the 21st August, 1934‡, regarding the departure of Lieutenant-Colonel M. C. Lake, Political Secretary, to San'a and to inform you that in consequence of his leaving Aden and the Protectorate, I have appointed Mr. W. H. Ingrams to act as Political Secretary during his absence.

* No. 59. † Nos. 60 and 61. ‡ 37922/34 [No. 49]: not printed.

2. Lieutenant-Colonel Lake draws in addition to his substantive emoluments duty allowance at Rs.111/2/- *per mensem*, conveyance allowance at Rs.100/- *per mensem* and special pay at Rs.100/- *per mensem* from the Government of India for his association with the Civil Administration of the Settlement of Aden. These allowances are not payable during leave of absence but as Colonel Lake is absent on duty it is clearly undesirable that he should suffer any reduction in his emoluments. On the other hand it is inappropriate that he should receive allowances such as conveyance allowance and special pay which are specifically connected with his duties in Aden. In these circumstances I recommend that he should be granted a special duty allowance equivalent to the sum of these allowances during the period of his absence. There does not appear to be the same objection to his drawing his normal duty allowance as he is on duty.

3. On previous occasions when an officer has acted as Political Secretary he has drawn the Government of India allowance of Rs.100/- *per mensem* only but Colonel Lake's emoluments as Political Officer were higher than those of Mr. Champion and Major Rivett-Carnac or Captain Hickinbotham who have acted as Political Secretaries are not members of the Colonial Service. In these circumstances it seems desirable to make some regular arrangement for payment of acting allowance.

4. I observe that the payment of these allowances is normally governed by Colonial Regulation 54, but in view of the fact that in all normal circumstances absence from Aden on leave or otherwise [is] absence on full pay, the provisions seem inapplicable. I understand that the practice in the East African Dependencies is that a vote is provided for acting allowances which are paid when an officer is absent on leave, full pay or otherwise, as follows:—

> "An officer acting for an officer on an incremental scale receives the difference between his actual rate of salary and the minimum of the rate of salary of the officer for whom he is acting.
>
> An officer acting for an officer on a fixed salary receives half the difference between his own salary and the salary of the officer for whom he is acting."

5. I consider that this is an arrangement which might with equity be adopted in respect of this Protectorate and shall be glad to receive your approval to it. In respect of Lieutenant-Colonel Lake's present absence I am not clear as to whether acting allowance should be paid to Mr. Ingrams or not. He has informed me that he is content to do the work without the acting allowance but if it is properly payable I consider it equitable that he should receive it.

6. As regards allowances there is no advantage in the officer acting for the Political Secretary drawing duty allowance as the scale of payment for both is the same and you have already laid down in your letter of the 29th March* that duty allowance cannot be paid to an acting officer. In the case of conveyance allowance the amount paid to the Political Secretary is less as he lives nearer his work and Mr. Ingrams would not be required to leave his own house in Aden town. The special pay of Rs.100/- paid from Indian funds should be paid to the officer acting for the Political Secretary.

I have, &c.,
B. R. REILLY,
Resident, &c.

37910/34 [No. 2]. No. 64.

COLONIAL OFFICE
to
TREASURY.

[*Answered by No. 66.*]

SIR, Downing Street, S.W.1, 15th December, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to state, for the information of the Lords Commissioners of the Treasury, that he has under consideration the question of the issue of acting pay to the officer who acts for the Political Secretary at Aden while the latter is on full pay leave.

* 37922/34 [No. 27]: not printed.

2. It is the practice in the East African Dependencies in such cases to pay acting allowances as follows:—

An officer acting for an officer on an incremental scale receives the difference between his actual rate of salary and the minimum of the rate of salary of the officer for whom he is acting.

An officer acting for an officer on a fixed salary receives half the difference between his own salary and the salary of the officer for whom he is acting.

3. This procedure represents the policy which it is hoped will gradually be adopted throughout the Colonial Service, and subject to Their Lordships' concurrence, it is proposed to apply it to appropriate cases at Aden.

I am, &c.,
H. R. COWELL.

37955/34 [No. 7]. No. 65.

SIR BERNARD REILLY (RESIDENT)
to
MR. H. R. COWELL (COLONIAL OFFICE).

(Received 17th December, 1934.)

[*Answered by 78055/35 [No. 3] in Middle East, No. 57.*]

MY DEAR COWELL, The Residency, Aden, 5th December, 1934.

Will you please refer to my demi-official letter of 19th September, 1934*, regarding the question of the revision of the travelling allowance paid to the Interpreters in Aden.

I enclose a copy of a demi-official letter dated 16th October, 1934, from Mr. O. K. Caroe, Deputy Secretary to the Government of India, Foreign and Political Department, and of my reply thereto for your information.

Yours, &c.,
B. R. REILLY.

Enclosure 1 in No. 65.

Foreign and Political Department, New Delhi,
16th October, 1934.

Special rates of daily allowance for officers in the Aden Protectorate.

DEAR SIR BERNARD,

Will you kindly refer to your demi-official letter to Mr. Metcalfe, dated the 15th September, 1934?

Before making any recommendation in this matter the Government of India will be glad if you will give further consideration to the following points. It has been observed that the enhanced rates of Rs.3/- a day for the Head Interpreter, and Rs.2/- a day for all other grades of officers of Interpreters' Branch of your Political Staff proposed by you may be reasonable so far as these officers are concerned, but would be difficult to adapt to the case of officers of the Aden Settlement who may travel on duty in the Protectorate. The original recommendation made by you in this respect was to declare the Protectorate as a " special tract " which, if it had been accepted, would have resulted in increases† in the existing rates of daily allowance and road mileage of

* 37955/34 [No. 5]: not printed.
† 1st grade, 25 per cent; 2nd grade, 25 per cent; 3rd grade, 33⅓ per cent; 4th grade, 50 per cent.

all grades of officers. In approaching the Colonial Office in the matter, you have since modified your proposals and do not now wish that any increase should be given to officers in respect of mileage allowance. Further you have also excluded 1st grade officers from the scope of your recommendation, apparently because they will seldom be required to travel on duty in the Protectorate. It is however considered advisable that some provision should be made for officers of the 4th grade, since the inferior staff will almost certainly be required to accompany the officers on tour. Having, therefore, considered all the aspects of the case and having in view the desirability of uniform treatment, the following increased scales of daily allowance are suggested for your consideration for officers in the Protectorate as well as in the Aden Settlement (in the event of any such travelling in the Protectorate Area):—

2nd grade ...	...	... 25 per cent (subject to a minimum of Rs.3/-).
3rd grade ...	...	... 33⅓ per cent (subject to a minimum of Rs.2/-).
4th grade ...	...	... 50 per cent.

I should be grateful if your views in the matter are communicated at an early date.

Yours, &c.,
O. K. CAROE.

Lieutenant-Colonel Sir Bernard Reilly, K.C.M.G., C.I.E., O.B.E.,
Chief Commissioner and Resident and
Commander-in-Chief, Aden.

Enclosure 2 in No. 65.

DEAR CAROE, The Residency, Aden, 1st December, 1934.

I am sorry to have been so long in replying to your demi-official letter of 16th October, 1934, regarding special rates of daily and road allowances for officers when travelling in the Aden Protectorate.

For the sake of uniformity, I am prepared to modify the recommendations that I made to the Colonial Office in my despatch No. 166, dated the 27th June, 1934, and to agree to the increased scale of daily allowances which you have suggested in your letter.

I recommend that First Grade Officers serving under the Government of India should be included in the increased scales.

The reason for the omission from my recommendations of First Grade Officers serving under the Colonial Office was not because they are seldom required to travel on duty in the Protectorate as this is one of their chief duties, but because their case has been dealt with in a separate despatch to His Majesty's Government (No. 153 of the 6th June, 1934).

I am still of opinion that there are strong reasons for separate regulations for Colonial Service Officers, as, for the last six years, their daily and road allowances when travelling in the Protectorate have not been governed by Government of India Regulations, but have been based on decisions contained in a despatch from His Majesty's Government No. 6 of the 27th February, 1929.

But if it is considered that, in their case also, uniformity is necessary, I am prepared to agree to their being included as First Grade Officers at the same rates as Indian Service Officers. In that case their daily allowance namely, Rs.6 + 25 per cent increase, would be the same as that already recommended by me in my above quoted despatch. Their road allowance would, however, be As.6/- instead of As.8/- which is the rate at present allowed by His Majesty's Government.

I am sending a copy of your letter, together with my reply, to the Colonial Office.

Yours, &c.,
B. R. REILLY.

O. K. Caroe, Esquire, C.I.E.,
Deputy Secretary to the Government of India,
Foreign and Political Department, New Delhi.

37910/34 [No. 3]. No. 66.

TREASURY

to

COLONIAL OFFICE.

E.19172/3.

SIR, Treasury Chambers, 6th February, 1935.

I have laid before the Lords Commissioners of His Majesty's Treasury Mr. Cowell's letter of the 15th December last* relative to the issue of acting pay to the officer who acts for the Political Secretary at Aden while the latter is on full pay leave.

In reply I am to request you to inform the Secretary of State for the Colonies that Their Lordships concur in his proposal to adopt in this respect the practice which is in force in the East African Dependencies as set out in paragraph 2 of the letter under reply.

My Lords have been given to understand that the arrangement will normally apply only to one of the Political Officers when acting for the Political Secretary.

I am, &c.,

JAMES RAE.

37910/34 [No. 4]. No. 67.

THE SECRETARY OF STATE

to

THE RESIDENT.

(No. 23.)

SIR, Downing Street, S.W.1, 14th February, 1935.

I have the honour to acknowledge the receipt of your despatch No. 243 of the 12th of September, 1934†.

2. As regards the allowances which should be paid to Lieutenant-Colonel M. C. Lake during the period when he was absent on duty at Sanaa for the purpose of the exchange of ratifications of the Treaty concluded with the King of the Yemen, I agree with you that he may draw his normal duty allowance at the rate of £100 per annum during his absence, since he was on duty during the period in question. I also see no objection to his continuing to receive his conveyance allowance at the rate of £90 per annum during that period. This is a flat rate allowance provided, *inter alia*, for the purpose of maintaining and running a car, and I think it is reasonable that he should continue to draw this allowance during the period of his absence on his mission to Sanaa. I consider, however, that the special pay at the rate of £90 per annum (Rs.100 per month) which is received from the Government of India for work in connexion with the civil administration of the Settlement, should cease to be payable to Lieutenant-Colonel Lake during his absence and should be drawn instead by Mr. Ingrams, who acted in his place. I note that this allowance has been drawn on previous occasions by the officer who has acted as Political Secretary, and therefore assume that there is no objection to this from the point of view of the Government of India.

3. I have been in communication with the Lords Commissioners of the Treasury regarding the issue of acting pay to the officer who acts for the Political Secretary while the latter is on full pay leave, and with their concurrence, I approve your proposal that the practice in the East African Dependencies, as set out in paragraph 4 of your despatch, should be adopted. I observe that you say in paragraph 5 of your despatch that this arrangement might with equity be adopted *in respect of the Protectorate*. I understand that in practice the only case in which it will arise is that of a Political Officer acting for the Political Secretary, and my approval of the proposal is given on that understanding.

* No. 64. † No. 63.

4. As regards the period during which Mr. Ingrams acted as Political Secretary in the absence of Lieutenant-Colonel Lake at Sanaa, I consider that he should not receive any acting pay for this period. The practice generally is that in such cases of short absence the acting officer does not receive any additional pay. Mr. Ingrams will, however, receive the special pay at the rate of £90 per annum to which I have referred above.

I have, &c.,

P. CUNLIFFE-LISTER.

(iv) Acting Arrangements during Resident's leave

37965/34 [No. 5]. No. 68.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 19th November, 1934.)

[*Answered by 78065/35 [No. 2].*]

(No. 294.)

SIR, The Residency, Aden, 7th November, 1934.

I have the honour to apply for five months' leave to England on private affairs with effect from the 1st April, 1935, or date of availing.

2. I recommend that Lieutenant-Colonel M. C. Lake, Political Secretary, be appointed to act as Chief Commissioner, Resident, and Commander-in-Chief during my absence. This recommendation is based on the decision contained in paragraph 2 of Mr. Amery's despatch No. 67 dated 31st August, 1928*, as a result of which the Political (formerly Protectorate) Secretary is the proper officer to act, the post of First Assistant Resident having been abolished. This principle was accepted in the case of Mr. R. S. Champion, O.B.E., Political Secretary, who acted for me from April to October, 1933 —*vide* my despatch No. 183 dated the 21st September, 1932†.

3. I have submitted a similar application to the Government of India in the Foreign and Political Department.

I have, &c.,

B. R. REILLY,

Resident, &c.

37965/34 [No. 7]. No. 69.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 11.15 a.m., 29th November, 1934.)

TELEGRAM.

29th November. My telegram No. 97, 29th November‡, is repetition of my reply to proposals of Government of India that Captain Sinclair of Indian Foreign and Political Department should be appointed Political Secretary if Lake acts for me during my leave next year, and that he should succeed Hickinbotham as Civil Secretary on my return. I am strongly opposed to both proposals for reasons explained. Colonial Office is concerned directly with first proposal and indirectly with second to which I [attach] much importance if transfer of Aden to Colonial Office is contemplated in the near future. I trust that you will approve.

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* No. 45 in Middle East, No. 22. † C 97890/32 [No. 1]: not printed. ‡ No. 70.

37965/34 [No. 6]. No. 70.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 11.20 a.m., 29th November, 1934.)

TELEGRAM.

[*Answered by Nos. 72 and 76.*]

Addressed to Foreign Delhi, repeated to Colonial Office No. 97. 29th November.

Your telegram 27th November, No. 2,333. Convention referred to by you was not applied when Champion, Colonial Service, acted for me and Lake acted as Political Secretary last year, and recent increase of Colonial Service staff at Aden has in my opinion rendered it no longer necessary or appropriate. Number of Colonial Service officers at Aden has been doubled during last year and they now consist of Lake, Political Secretary; Ingrams and Hamilton, Political Officers; and Seager, Frontier Officer. Among other objects, this increase is intended to provide for relief in leave vacancies and acting appointments and I intended to recommend that if Lake acts for me, Ingrams should act as Political Secretary. I have already proposed this to the Colonial Office semi-officially. Ingrams has held several responsible posts before coming to Aden including acting Colonial Secretary, Mauritius, and has 15 years' Colonial Service. Since he came to Aden he has been dealing with various Protectorate problems and is now making an extensive tour in the Protectorate. He will therefore be better qualified for the duties of Political Secretary than Sinclair. The latter's duties when he was in Aden were confined entirely to magisterial and to administrative work inside Aden Settlement and he has no acquaintance with Protectorate politics or personnel and knows no Arabic. Political Officers here work under the direct control of the Political Secretary and I consider that it would be unsuitable to subordinate Ingrams to Sinclair, who incidentally, is his junior in age. I recommend therefore that Ingrams act as Political Secretary and in my opinion no additional Indian Service officer is required at Aden. Paragraph 2 as to proposed replacement of Hickinbotham by Sinclair as Civil Secretary. As stated in my letter C/247 dated 30th April, 1932*, in which I made proposals regarding post of Civil Secretary, I am not in favour of having an officer of more than six to eight years political service in this post. Hickinbotham is exactly suitable for the post and has personal confidence and liking of Arabs, Indians, and Europeans. He desires to stay at Aden until the spring of 1936 when he hopes to be granted leave. I hope that this will be allowed as a result of recommendations of Parliamentary Joint Select Committee. I presume that decision regarding the future of Aden will be taken by Parliament in the course of next year. This will naturally arouse interest in Aden, and it may be necessary to allay apprehension locally and prevent development of racial feeling owing to conflicting views of Arabs and Indians. For this and other reasons, I am particularly desirous that there should be no change next year in appointment of Civil Secretary and I strongly recommend that Hickinbotham should remain in it.

37965/34 [No. 9]. No. 71.

THE GOVERNMENT OF INDIA (FOREIGN AND POLITICAL DEPARTMENT)

to

THE SECRETARY OF STATE FOR INDIA.

(Copy received in Colonial Office, 3rd December, 1934.)

TELEGRAM.

2382. 30th November. Addressed to Secretary of State for India, repeated to Chief Commissioner, Aden. Aden telegram No. 97 of 29th November†. Arrangements for officiating appointment next year. We are unable to agree with Reilly that convention has become unnecessary or inappropriate owing to expansion of Colonial Office staff which does not affect our cadre position and regarding which we were not consulted. Position is that, unless and until Aden is separated, Indian Political Department is

* Enclosure in No. 77 in Middle East, No. 34. † No. 70.

entitled to two posts at Aden including either Chief Commissioner or Political Secretary. We agreed last year only as a special case to give up this right and are not prepared to acquiesce again in arrangement which involves us in serious cadre difficulties.

We would also point out that the present difficulty is mainly due to Reilly's insistence upon retaining as Civil Secretary an officer who is too junior to act as Political Secretary when Chief Commissioner takes leave. We feel, therefore, that we must insist on one of the following alternatives:

(*a*) Sinclair to act as Political Secretary and to relieve Hickinbotham as Civil Secretary on Reilly's return from leave as suggested by us:

(*b*) Sinclair to relieve Hickinbotham in January on return from leave, Hickinbotham being transferred elsewhere.

We should prefer the former alternative, but are prepared to accept the latter if the Colonial Office feel strongly about the matter.

37965/34 [No. 12]. No. 72.

THE SECRETARY OF STATE

to

THE RESIDENT.

(Sent 5.40 p.m., 10th December, 1934.)

TELEGRAM.

Personal, following from Parkinson:—

Begins.—Reference your telegram dated 29th November*, postings, and telegram from Government of India to Secretary of State for India of 30th November, 2,382† repeated to you.

We quite appreciate your difficulties. But consent of Government of India to appointment of Lake as Political Secretary was without prejudice to maintenance of convention as to alternation in appointment of Political Secretary. We have always accepted, as a natural corollary to this arrangement, that Civil Secretary should normally act for Political Secretary. So far as we can judge at present transfer, even if accepted by Parliament, is likely to be some considerable distance ahead. We do not feel in these circumstances that it can be allowed to affect questions of posting. This is for your secret and personal information.

The India Office are taking steps to ascertain whether more senior officer than Sinclair could be posted with a view to overcoming personal difficulties to which you refer in your telegram of 29th November, No. 97, to Government of India‡. If this proves impossible however, then we consider that it would be best for Sinclair to join at Aden in January with a view to becoming familiar with local situation before he is to act for Lake. As soon as result of reference which has been made privately to Government of India is known, we will telegraph again officially. Letter follows§.—*Ends.*

37965/34 [No. 14]. No. 73.

THE SECRETARY OF STATE FOR INDIA.

to

THE GOVERNMENT OF INDIA (FOREIGN AND POLITICAL DEPARTMENT).

(Sent 8th December, 1934.)

(Copy received in Colonial Office, 11th December, 1934.)

TELEGRAM.

2915. Personal. Walton to Metcalfe. Government of India's telegram of 30th November, 2382†. Aden postings. We appreciate your difficulties and are anxious to help as much as possible. We have explained to the Colonial Office that decision as regards transfer, and in particular its date, must remain open until Bill is passed

* No. 69. † No. 71. ‡ No. 70. § No. 74.

and that an early decision cannot be looked for, and that in these circumstances convention as regards alternation in posts of both Chief Commissioner and of Political Secretary must be maintained at this stage, together with what has always been accepted as its natural corollary, that Civil Secretary should normally act for Political Secretary. They accept this view. But we feel that it might ease matters if (in view of age and experience of Political Officers at Aden) officer rather more senior than Sinclair could be found to act as Political Secretary and would be grateful for your assistance in this. If there is no one available, then we will urge Colonial Office to accept Sinclair.

If there is no alternative to Sinclair, Colonial Office think it important that he should join in January so that he might pick up threads of local situation before relieving Lake in April. While sympathizing with Reilly's desire to retain Hickinbotham, this is of less importance if transfer is not question of immediate future, and we do not wish to interfere with your discretion as regards his reposting.

I should be grateful for your views after receipt of which and discussion with Colonial Office we could send official reply to Government of India's telegram of 30th November. Colonial Office are meanwhile explaining position as regards transfer to Reilly. Pending your reply we have asked High Commissioner to suspend action on your telegram 1885E of 6th December about Sinclair.

37965/34 [No. 13]. No. 74.

SIR COSMO PARKINSON

to

LIEUTENANT-COLONEL SIR BERNARD REILLY.

MY DEAR REILLY, Downing Street, S.W.1, 12th December, 1934.

You will have received my telegram of the 10th December* on the subject of the acting arrangements during your forthcoming leave.

We were very reluctant to concur in the proposals of the Government of India in opposition to your wishes. But it was apparent that they were going to contest their position very strongly; and moreover we felt that you had not realized that the date of transfer of Aden to the Colonial Office is still a long way off, and that we must continue, for some time to come, to work in with the Government of India under the general arrangements which have been established. Although, so far as I am aware, we are not strictly bound to agree that the Civil Secretary should always act for the Political Secretary, yet it seems a natural corollary to the arrangements for the alternation in the appointment of the Resident and the Political Secretary that the Civil Secretary should be given an opportunity to act for the Political Secretary; and the experience which he gains may be valuable when it comes to the turn of the Government of India to nominate the Political Secretary. Finally, we did not feel that there could be any serious inconvenience in the temporary performance of the duties of the Political Secretary by the Civil Secretary, particularly if the Government of India find a fairly senior man for the latter post.

I hope, therefore, that you will find no difficulty in accepting the arrangements.

Yours, &c.,

A. C. C. PARKINSON.

P.S.—I am so glad that the hostel scheme is going ahead.

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* No. 72.

37965/34 [No. 16]. No. 75.

THE GOVERNMENT OF INDIA (FOREIGN AND POLITICAL DEPARTMENT)

to

THE SECRETARY OF STATE FOR INDIA.

(Copy received in Colonial Office, 15th December, 1934.)

TELEGRAM.

2503. 14th December, 1934. Walton from Metcalfe. Personal. Aden postings. Reference your telegram 2915, 8th December*. Officer more senior than Sinclair is not available. Sinclair was given a very good report by Reilly when assistant to Resident in Aden in 1926. Will be grateful if you can obtain consent of Colonial Office to accept Sinclair. In normal course of events, Sinclair would then replace Hickinbotham as Civil Secretary on Reilly's return from leave. High Commissioner has telegraphed with reference to our telegram of 6th December, 1885E, to him, that Sinclair has extended his leave till 31st March. If Colonial Office agree, we shall have no objection to Sinclair joining in January to acquire local knowledge before relieving Lake. In that case will be grateful if you will ask him through High Commissioner, in supersession of our telegram, to join at Aden as early as he can after expiry of his original leave.

37965/34 [No. 17]. No. 76.

THE SECRETARY OF STATE

to

THE RESIDENT.

(Sent 4 p.m., 17th December, 1934.)

TELEGRAM.

No. 98. Your telegram of 29th November†, Aden postings. Government of India state that officer more senior than Sinclair is not available and I regret that it has not been possible to accept your proposals. Arrangements are therefore being made for Sinclair to proceed to Aden next month. Difficulties have been fully explained to you in separate communication.

37965/34 [No. 21]. No. 77.

THE SECRETARY OF STATE FOR INDIA.

to

THE GOVERNMENT OF INDIA (FOREIGN AND POLITICAL DEPARTMENT).

(Copy received in Colonial Office 20th December, 1934.)

TELEGRAM.

3007. 18th December, 1934. Your telegram dated 30th November, 2382‡. Colonial Office agree to accept Sinclair who is being asked through High Commissioner for India to proceed to Aden on expiry of present leave in January. Until taking over from Lake he will understudy Political Secretary. I am discussing question of incidence with Colonial Office and will let you know result.

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* No. 73. † No. 70. ‡ No. 71.

(v) Appointment of Frontier Officer

37944/34 [No. 1]. No. 78.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 26th March, 1934.)

[*Answered by No. 81.*]

(No. 70.)
(Secret.)

SIR, The Residency, Aden, 14th March, 1934.

I have the honour to refer to paragraphs 35 and 36 of my secret despatch No. 50, dated the 28th February, 1934*, in which I dealt with the question of future British representation at San'a. The easiest way for me to explain my views is to quote what I wrote on this subject in my report, which was as follows:—

"35. In your secret despatch dated the 14th April, 1932†, I was instructed to urge the appointment of a permanent British representative at San'a after the conclusion of the treaty. The Imam raised objections to this proposal in a letter dated the 20th June, 1933, a translation of which was sent to you in the Acting Resident's despatch No. 164 dated the 12th July, 1933‡. As the point was not further pressed, either to the Acting Resident or in your latest instructions to me, I concluded that His Majesty's Government do not attach any urgent importance to it. In my opinion, after further consideration, there are certain disadvantages which appear to me to outweigh the advantages of the proposal. These are:—

(1) a permanent representative at San'a would not have work enough to occupy his time.

(2) the appointment of a British representative would almost certainly be followed by a demand for the appointment of an Italian representative, and possibly by similar demands from other Governments. These foreign representatives would have little to do except to watch each other's supposed activities and to compete for influence with the Imam.

(3) the Imam, having been recognized as a King, would in all likelihood expect the representative to have the same status as the British representative accredited to his neighbour and rival, King Ibn Sa'ud, that is, the rank of a Minister, which I anticipate His Majesty's Government would not be prepared to accord to him. The Italian Government, on the other hand, might have no such objection, if they felt that the establishment of a Legation in the Yemen would strengthen their position in Arabia.

(4) the appointment of a British representative at San'a might be balanced by that of a Yemeni representative at Aden. My experience of the presence of an envoy from the Imam at Aden from 1921 to 1924 does not encourage me to welcome this prospect. He gained an influence and authority over the considerable Zeidi element in the population of Aden which was most undesirable, and his intrigues with Protectorate chiefs led to his dismissal.

"36. My speculations in this respect may be mistaken, but the contingencies that I have mentioned appear to me to be both possible and likely to be embarrassing. I was therefore neither surprised nor seriously disappointed when Qadhi Muhammad Ragheb Bey deprecated my proposal that a permanent British representative should be sent to San'a after the conclusion of the treaty. He based the Imam's objections mainly on the certainty that the Italian Government would immediately make a similar demand with which he would be most reluctant to comply, but which he would be unable to refuse. He suggested as an alternative that a British official representative should go to San'a from time to time as occasion demanded, and this solution appears to me to be both sensible and sufficient for the present. Qadhi Muhammad Ragheb Bey realized that disputes and friction are bound to occur from time to time between local tribes on the frontier, and that undesirable incidents may result if these are not adjusted promptly by the two controlling Governments acting, if possible, in co-operation. For this purpose he proposed to recommend to the Imam the appointment of a special Frontier Officer whose duty it would be to visit the border districts and to ensure that causes of trouble were disposed of quickly and in amicable agreement with the British authorities. He asked me for my opinion of this plan, and I told him that it appeared to me to be an admirable one. I added that I should like to be able to employ an officer in a corresponding manner on our side of the frontier, and that I should submit this suggestion to my Government. I have stated my reasons against the appointment of a permanent representative at San'a. In my opinion it would be preferable to have an officer posted at Aden under the control of the Resident who would be available for despatch to the Protectorate frontier at any point at which there was a danger of local trouble which might endanger the harmony of Anglo-Yemeni relations, and who could be sent to San'a at any time that personal discussion with the Yemeni Government appeared to be desirable. This officer should be in addition to the two Political Officers appointed at Aden for work in the Aden Protectorate, whose duties (which I outlined in my despatch No. 266 dated 9th November, 1933§) would not leave them time for visits to the Yemen. I intend to address you on this subject in a separate despatch, in which I shall submit my proposal in more detail."

* No. 138. † No. 278 in Middle East, No. 34.
‡ No. 134 in Middle East, No. 46. § No. 60 in Middle East, No. 46.

2. The heritage of many years of uncertainty and lack of effective border control is an accumulation of unsettled inter-tribal feuds involving Protectorate and Yemeni tribes along the whole frontier from opposite Perim to where it meets the Empty Quarter. The establishment of friendly relations with the Yemen now affords an opportunity to endeavour to adjust these disputes, which are a potential cause of serious trouble and of friction between Aden and the Imam. A Frontier Officer could find occupation for a long time to come in this beneficial but generally complicated and difficult task, in which he would have to work in consultation and co-operation with the Imam's officials across the border. To do this with success he should hold a special and permanent appointment of the nature that I am recommending, which will bring him into regular and personal touch with them.

3. As I have explained in the Note on the Anglo-Yemeni Boundary attached to my despatch of 28th February, 1934*, the frontier to the east of a point on the Wadi Bana follows tribal boundaries which have never been demarcated in detail on the ground, and which the inaccuracy of existing maps makes it impossible to define precisely on paper, but which are known to the tribes concerned. Although it is not proposed to undertake a formal frontier demarcation at present, it is nevertheless important for our own information to ascertain as precisely as possible where the tribal boundaries are, and this could be done by a special Frontier Officer in conjunction with the work of aerial photographic survey which is being carried out by the Royal Air Force, and which it is hoped will produce for the first time accurate maps of large parts of the Protectorate. The Officer Commanding the Forces in Aden is in communication with the Air Ministry on this subject, to which he attaches much importance.

4. I suggest that the officer whose appointment I am recommending be called Frontier Officer and that he should receive emoluments on the same scale as those sanctioned for the two Political Officers, and that the post be made pensionable on a suitable basis. To some extent the work of the Frontier Officer and the Political Officers should be interchangeable—that is to say, one of the Political Officers should (at the discretion of the Resident) undertake the duties of the Frontier Officer when the latter is absent on leave, and his frontier work when he is absent at San'a; and in return the Frontier Officer could help in performing some of the ordinary duties of a Political Officer when the latter is on leave, if he can be spared at the time from the special work of his appointment.

5. I had an opportunity of speaking to you personally on this subject when you landed at Aden on 24th February, and my conversation with you has encouraged me to submit my proposal to you officially. In the event of it being sanctioned I suggest the name of Captain B. W. Seager, at present British Pro-Consul at Jedda, as suitable for the post. He has recently done good work in the Aden Protectorate, as I have stated in my report on the San'a Mission, and his service under the Foreign Office, and his knowledge of Arabic, French and Turkish, should make him an acceptable envoy to send on visits to San'a.

I have, &c.,
B. R. REILLY,
Resident, &c.

37944/34 [No. 4]. No. 79.

COLONIAL OFFICE
to
TREASURY.

[*Answered by No. 80.*]

SIR, Downing Street, S.W.1, 21st April, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch† from the Resident at Aden in which he recommends the appointment of a frontier officer on the Aden Protectorate staff.

2. As their Lordships are aware, provision has been made in the Aden sub-head of the Colonial and Middle Eastern Services Estimates for 1934-35 for a political establish-

* No. 138. † No. 78.

ment at Sanaa, but it will be seen from the enclosed despatch that the Resident has now abandoned his proposal for a political representative in the Yemen, and favours instead the appointment of a frontier officer, who, it is hoped, will co-operate with the frontier officials of the King of the Yemen.

3. When the Secretary of State recently passed through Aden on his return from East Africa, he discussed this proposal personally with the Resident. Sir Philip Cunliffe-Lister strongly supports Lieutenant-Colonel Reilly's recommendation, and is of opinion that it is very desirable that the appointment should be made at an early date in order that advantage may be taken of the improved relations which have been created as a result of the recent signature of a treaty with the King of the Yemen, and the improved trade facilities which are likely to arise therefrom.

4. It will be seen that the Resident proposes that the appointment should be on the same terms as those which have been sanctioned for the other two Political Officers on the Aden Protectorate staff. Those terms are set out in Treasury letter (No. E.20798) of the 6th January*, in which their Lordships approved the appointment of a Second Political Officer.

5. I am now to request that their Lordships may be moved to sanction the appointment of a frontier officer with remuneration as follows:—

Salary (subject to abatement) £700–25–£800 per annum.
Local allowance ... ... £100 per annum.
Conveyance allowance ... ... £135 per annum.

It is proposed that the officer selected should be offered the appointment on a non-pensionable basis for a period of three years in the first instance.

6. I am to request the favour of a very early reply to this letter.

I am, &c.,
K. W. BLAXTER.

37944/34 [No. 8]. No. 80.

TREASURY
to
COLONIAL OFFICE.

(E. 20798.)

SIR, Treasury Chambers, 30th April, 1934.

I have laid before the Lords Commissioners of His Majesty's Treasury, Mr. Blaxter's letter of the 21st instant† transmitting copy of a despatch‡ from the Resident at Aden in which he recommends the appointment of a frontier officer on the Aden Protectorate staff.

My Lords note that the Secretary of State strongly supports the Resident's proposal for the appointment of a Frontier Officer in lieu of appointing a political representative in the Yemen.

In reply I am to request you to convey to the Secretary of State for the Colonies Their Lordships' sanction to the appointment of a Frontier Officer on a non-pensionable basis for a period of three years in the first instance with remuneration as follows:—

Salary (subject to abatement) £700–25–£800 per annum.
Local allowance ... ... £100 per annum.
Conveyance allowance ... ... £135 per annum.

A copy of this letter has been sent to the India Office.

I am, &c.,
JAMES RAE.

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* No. 52. † No. 79. ‡ No. 78.

37944/34 [No. 12]. No. 81.

THE SECRETARY OF STATE
to
THE RESIDENT.

(Secret (2).)

SIR, Downing Street, S.W.1, 17th May, 1934.

I have the honour to refer to your secret despatch No. 70 of the 14th of March*, regarding the appointment of a frontier officer on the Aden Protectorate staff, and to inform you that, after consultation with the Secretary of State for Foreign Affairs and the Lords Commissioners of the Treasury, I approve the creation of this new post.

2. I concur in the recommendation made in paragraph 5 of your despatch that Captain B. W. Seager, at present British Pro-Consul at Jedda, would be a suitable candidate for the new post and I enclose a copy of a letter† to the Foreign Office requesting that the appointment may be offered to him on the terms set out in the memorandum accompanying the letter. I understand that owing to pressure of work and staff difficulties at the Jedda Legation it may be very difficult to release Captain Seager immediately. The Foreign Office are in telegraphic communication with Sir Andrew Ryan on the subject, and I will let you know the position as soon as possible.

3. I regret that I have not been able to accept your recommendation that the post should be made pensionable. The device adopted in the case of Mr. W. H. Ingrams would not be suitable in this case and the Lords Commissioners of the Treasury are averse from making these posts pensionable under the Superannuation Acts of the United Kingdom. I have, therefore, offered Captain Seager the post on a non-pensionable basis for a period of three years in the first instance.

I have, &c.,
P. CUNLIFFE-LISTER.

(vi) Clerical Staff of Political Branch

37973/34 [No. 1]. No. 82.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 10th December, 1934.)

(No. 313.)

SIR, The Residency, Aden, 28th November, 1934.

I have the honour to address you on the subject of the clerical establishment of the Political Branch of this Residency.

2. The present establishment, which has not been increased since the Great War, consists of a Head Interpreter who acts as Head Clerk of the Arabic Office, an Accountant, and two assistant interpreters or clerks.

3. With the increased contact with the Protectorate which has resulted since 1928 from the reorganization of the Political Branch of the Residency, and the substitution of Royal Air Force for military control, the work of the political clerical branch has proportionately increased, and it has been evident for some time that the present clerical staff is insufficient to cope with the many clerical and other duties connected with Protectorate affairs, which are required of it.

4. The conclusion of the Treaty of San'a, resulting in frequent correspondence with the King of the Yemen and his local representatives, together with the addition to my staff of a Second Political Officer and a Frontier Officer, have now still further added to the work of the clerical branch and have made an increase in their numbers essential.

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* No. 78. † 37944/34 [No. 9]: not printed.

5. The greatest need is for special clerks to deal with the translation of correspondence, and so leave the other clerks, who at present divide this duty, more free to deal with more important work.

6. I therefore request sanction to engage two extra assistant interpreter clerks whose chief duty would be the translation of correspondence, but who would also be available as interpreters when required, both in Aden and to accompany either of the Political Officers or the Frontier Officer into the Protectorate.

The question of their pay is dealt with below.

7. The present graded rate of pay for the Head Interpreter was sanctioned by the Government of Bombay in 1927 under Resolution No. 86 of 12th April.

In recommending this increased rate, Major-General J. H. K. Stewart, who was then Resident, wrote:

> "His post is a very responsible one. In addition to dealing with the heavy correspondence work of the Arabic Office, he has practically taken the place of the Native Assistant to the Resident, whose post was abolished in 1900. He collects news from all available sources, assists at interviews with Arab chiefs and notables and supervises the arrangements for their entertainment in Aden. He is largely consulted as to the nature of entertainment to be given and the amount of presents to be granted. This has to be done with a detailed knowledge of the status and idiosyncrasies of each chief and notable of the numerous tribes in the Protectorate many of whom are difficult to deal with owing to their mutual jealousies, their avarice, and their exaggerated idea of their own importance. The Head Interpreter has therefore constantly to exercise judgment, patience and tact."

These responsibilities have now greatly increased for reasons which I have given in paragraphs 3 and 4 above, and I do not consider that the present pay of the Head Interpreter is adequate. I therefore recommend that it should be increased by Rs.50/- a month, or, as an alternative, that the present Head Interpreter, Khān Sāhib Muhammad Sāiim. who has held the post for five years, should be granted a personal allowance of Rs.50/- a month.

8. The other interpreters and clerks are at present included in the total establishment of 11 clerks allowed for the Residency Office under the above mentioned Resolution, and their graded pay varies according as vacancies occur in the various grades.

9. At the time when this Resolution was published, the pay of the clerical staff of the Political Branch was borne by the Government of India. It is now wholly a charge against His Majesty's Government.

10. I therefore recommend that the pay of the different grades of the clerical staff of the Arabic branch should be determined entirely separately from that of the English branch, which is still the responsibility of the Government of India, and should be based on that laid down in Bombay Government Resolution No. 86 of 12th April, 1927.

11. I append as an attachment to this despatch a statement showing the present graded rates of pay and those which I now recommend.

12. The total increased annual expenditure on this account will be £167.

I have, &c.,

B. R. REILLY,

Resident, &c.

Enclosure in No. 82.

PROPOSED FUTURE ESTABLISHMENT AND GRADED RATES OF PAY OF THE ARABIC BRANCH.

Appointment.	*Present Graded Rate.*	*Proposed Graded Rate.*	*Present Pay.*	*Starting Pay under Revised Rates.*	*Increase.*	*Number of Increments Possible.*	*Remarks.*
	Rs.	*Rs.*	*Rs.*	*Rs.*	*Rs.*	*Rs.*	
Head Interpreter and Superintendent, Arabic Branch.	200–10–300	250–10–350	250	300	50	10	Or, alternatively, personal allowance of Rs. 50, and no change in rate of pay.
Accountant	150–5–180	150–5–200	165	165	Nil.	10	Number of possible increments increased from 6 to 10.
3rd Interpreter	40–5–80–7–150	100–5–150	108	120	12	10	
4th Interpreter	50–3–80	75–2½–100	62	85	23	10	
Assistant Interpreter	—	50–3–74	—	50	50	8	Proposed new appointment.
Assistant Interpreter	—	50–3–74	—	50	50	8	
Total monthly increase	—	—	—	—	185	—	
Total annual increase	—	—	—	—	2,220 or £166½	—	

37973/34 [No. 2]. No. 83.

COLONIAL OFFICE

to

INDIA OFFICE.

SIR, Downing Street, S.W.1, 24th January, 1935.

I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you for the consideration of Secretary Sir Samuel Hoare, a copy of a despatch* from the Resident at Aden recommending increased rates of pay and an increase of staff for the Arabic Branch of the Residency.

2. The staff in question are presumably servants of the Government of India although under the agreement with that Government with regard to divisible expenditure, the pay of the Arabic Branch is met wholly by His Majesty's Government. A pension contribution is also borne by His Majesty's Government.

3. In the circumstances explained by the Resident, Sir Philip Cunliffe-Lister is disposed to agree to the proposals, and would suggest the grant of a personal allowance to the Head Interpreter instead of the revised scale of salary.

4. Before asking the Lords Commissioners of the Treasury to sanction the additional expenditure involved, which is estimated with pension contributions to amount to approximately £200 per annum in all, I am to enquire whether the Secretary of State for India sees any objection to the Resident's proposals.

I am, &c.,

H. R. COWELL.

37973/34 [No. 3]. No. 84.

COLONIAL OFFICE

to

TREASURY.

[*Answered by 78073/35 [No. 3].*]

SIR, Downing Street, S.W.1, 24th January, 1935.

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to the Estimates which have been submitted to the Treasury of the amount required for services at Aden during the year 1935/36, and to state for the information of the Lords Commissioners of the Treasury that he has had under consideration the increase of £200 which has been inserted under Head I(*a*) in respect of proposed additional staff and increased pay for the Arabic Branch of the Residency.

2. This sum has been included without prejudice to any decision which may eventually be arrived at and the matter will be referred to their Lordships after the views of the Secretary of State for India have been obtained on the question.

3. Copies of a despatch* from the Resident at Aden and of a letter† addressed to the India Office on the subject are enclosed.

I am, &c.,

H. R. COWELL.

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* No. 82. † No. 83.

4. STRENGTH OF THE ARMED POLICE

37904/34 [No. 3]. No. 85.

WING-COMMANDER W. McCLAUGHRY (AIR MINISTRY)

to

MR. J. H. LAITHWAITE (INDIA OFFICE).

(Copy received in Colonial Office, 18th January, 1934.)

MY DEAR LAITHWAITE, Air Ministry, W.C.2, 16th January, 1934.

With reference to your letter of 7th November, 1933*, to Cowell, of which a copy was sent to Mr. Evans, on the subject of Reilly's suggestion for an increase in the strength of armed police at Aden, I forward herewith for your information copy of a letter which has since been received from the Officer Commanding, Aden.

In the light of previous correspondence, it does not seem necessary to reopen the question until Reilly himself does so, but nevertheless I think you should be aware of O.C. Aden's views on the subject.

I am sending a copy of this letter and enclosure to Cowell at the Colonial Office.

Yours, &c.,

W. McCLAUGHRY.

Enclosure in No. 85.

(Secret.)

Headquarters, British Forces, Steamer Point,

SIR, Aden, Arabia, 3rd January, 1934.

Aden Armed Police.

I have the honour to refer to Air Ministry letter dated 30th November, 1933, and to say that owing to the absence of Colonel B. R. Reilly at San'a I am not prepared to press for the reopening of the question immediately but am forced to the conclusion that the main point of the argument in support of the proposed increases has been missed in the inter-departmental correspondence forwarded with the above quoted letter.

2. It is the considered opinion here that during the communal disturbances in May, 1932, no necessity actually arose for the use of the military forces as such but that additional police were required. Since these were not forthcoming the Aden Protectorate Levies were called out " because the police were exhausted on the third day of continuous duty and no other police were available to relieve them " (*see* paragraph 8 of the secret letter dated 4th June, 1932, to the Secretary to the Government of India, Foreign and Political Department, Simla, from the Chief Commissioner, Aden).

3. I have already stressed the danger of small external raids on the Settlement being induced by such disturbances and in the tests of the Defence Scheme for Sheikh 'Othman the difficulty of dealing with such raids has been clearly demonstrated. If the military forces are to be liable for police duty to compensate for a permanent deficiency in armed police, these difficulties will be much increased. They would bid fair to become overwhelming if a disturbance were to develop so that still more troops were required to act in the military rôle which under the Internal Security Scheme proper is to isolate the trouble in a small area while the police obtain control of it there.

4. I fully realize that occasion may arise which would necessitate troops being called out to aid the Civil Power whether the disturbances are anti-Government or communal in character, but still feel that the method of that assistance should be a military and not a police one. During the incident under review one platoon only was used, but since the Aden Protectorate Levies are of course untrained in police work I ordered all three of their British Officers to proceed with them and insisted that they should not be dispersed, as trained police could have been and as was really required by the situation at the time.

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* No. 69 in Middle East, No. 46.

5. While I agree that the general position has been improved by the addition of a reserve armoured car and the approval for the Royal Artillery personnel to carry out an annual musketry course, these measures are merely palliatives to make up for the incipient weakness of the police forces at the disposal of the Civil Authorities for the maintenance of order in emergencies. The degree of risk to be accepted is a matter for the decision of higher authority, but in view of the possible dangers outlined and above all the isolated position of Aden, the effect of which I have drawn attention to in paragraph 5 of my letter dated 11th November, 1932, addressed to the Resident and Commander-in-Chief, I do not feel justified in accepting the present decision without re-stating the considerations which persuaded me to support the Resident in his original recommendations.

I have, &c.,

O. T. Boyd,

Group Captain,

Commanding, British Forces, Aden.

The Secretary,
Air Ministry,
Adastral House, Kingsway, W.C.2.

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5. REST HOUSES FOR OFFICERS

37962/34 [No. 1].

No. 86.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 16th July, 1934.)

[*Answered by No. 88.*]

(No. 176.)

Sir,

The Residency, Aden, 4th July, 1934.

I have the honour to state that soon after my return from the San'a mission, the Officer Commanding the Forces in Aden and I visited the Upper 'Audhali country which was freed from Zeidi occupation as a result of the treaty negotiations with the King of the Yemen. As you are aware, this part of the 'Audhali territory consists of a plateau known as the Dhahir, and is over 7,000 feet above the sea.

2. Group Captain Portal and I and other British officers who visited this district met with an extremely friendly reception from the inhabitants, who are delighted by the recovery of their independence which they realize that they owe entirely to the fact that their country is under British protection. We were at the same time impressed by the good climate and attractive appearance of this country, in which crops, fruit trees, and vines are cultivated. We both concluded that the recovery of this district for the Aden Protectorate and the cordial relations established with its people afforded an opportunity of arranging to give civil and military officers serving in Aden short respites from the trying conditions under which they work there during the great heat of the summer. The contrast in the temperature and invigorating air of the plateau would enable officers to enjoy a welcome and very beneficial change from the enervating climate of Aden. At present it is practically impossible for an officer stationed at Aden to have a few days rest and change, as there is no place in the immediate vicinity to which he can easily go. This disability places Aden at a disadvantage in comparison with most other tropical stations.

3. The Dhahir plateau is very difficult of access by land owing to the extremely mountainous nature of the country between it and Aden and the absence of roads, but it can be reached by air in about one hour from Aden.

4. The plan which has suggested itself to Group-Captain Portal and myself, and which we hope may commend itself to you and to the Air Ministry, is that two small rest houses should be built near the Mukeiras landing ground on the Dhahir—one for the use of the Resident and civil officials, and the other for the Officer Commanding the Forces and officers of the garrison. Group-Captain Portal is addressing the Air Ministry with regard to the latter, and I submit my proposal for the former to you for your consideration. I enclose a photograph taken by the Royal Air Force showing the nature of the country and the two suggested sites marked with red crosses, and also a copy of the plan of a house.

5. It is estimated that a small three-roomed house (with verandah) of the kind I have in mind would cost about £200 to build, and about £20 for annual upkeep. The Principal Medical Officer, R.A.F., who has personally visited the locality, has reported favourably to the Officer Commanding the Forces on the climatic conditions, on the drinking water available, and on the absence of malaria. There seems therefore to be no doubt that visits to the plateau would be healthy and recuperative.

6. I can see no political objection to my proposal and to the corresponding one of the Officer Commanding the Forces, provided that the use of the two houses is limited to comparatively short visits of officers, mainly during the summer. I believe that the 'Audhali Regent and his tribesmen would welcome a plan of this limited nature, and possibly even a larger one, but I am not in favour of any extension of the scheme to more prolonged visits, or to personnel other than officers and airman pilots, or any other development which might possibly give rise to local suspicion that some form of colonization was contemplated. If the scheme is confined to the scope that I recommend I am confident that there is no danger of arousing any suspicion of this sort; and that, on the contrary, the increased contact with the tribe would be beneficial.

7. In the circumstances I submit my proposal for your approval, and request your sanction to an expenditure for this purpose of £300 during the current year, and of £20 annually in future years. The additional expenditure of £100 over the £200 estimated as the cost of the building is to cover provision of furniture and camp kit, and also possible compensation to the Sultan or his tribesmen for the land. The annual expenditure is for repairs to the house and for the provision of a caretaker when it is unoccupied.

I have, &c.,

B. R. REILLY,

Resident, &c.

37962/34 [No. 7].

No. 87.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 24th December, 1934).

[*Answered by No. 88.*]

(No. 324.)

Sir,

The Residency, Aden, 12th December, 1934.

I have the honour to refer you to my despatch No. 176 of 4th July, 1934*, requesting sanction for the construction of a rest house on the 'Audhali Dhāhir plateau.

2. I have under consideration an alternative site in the vicinity of Dhal'a and I propose further to investigate this possibility. But whichever site may eventually be adopted, I request that early sanction be accorded to my plan to enable the rest house to be completed before the commencement of next hot weather.

I have, &c.,

B. R. REILLY,

Resident, &c.

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* No. 86.

37962/34 [No. 9]. No. 88.

THE SECRETARY OF STATE

to

THE RESIDENT.

(Sent 1 p.m., 1st January, 1935).

TELEGRAM.

No. 1. Your despatch of 4th July, No. 176*. Your despatch of 12th December, No. 324†. Expenditure on construction and maintenance of rest house approved. Construction should if possible be completed during current financial year. Please telegraph whether this can be done. Provision for £300 can then be deleted from next year's estimates.

B. PROTECTORATE AFFAIRS

1. SUPPLY OF ARMS AND AMMUNITION FOR PROTECTORATE TRIBES

17901/33 [No. 46]. No. 89.

THE SECRETARY OF STATE

to

THE RESIDENT.

(Sent 4 p.m., 1st January, 1934.)

TELEGRAM.

No. 1. Your telegram No. 309‡. It is hoped to despatch 200 rifles from London in s.s. *Comorin* due to arrive Aden, 21st January. Every effort is being made to expedite remaining 400 rifles of 600 urgently required. Ammunition despatched by Rawalpindi on 22nd December. Despatch follows.

37901/34 [No. 5]. No. 90.

CROWN AGENTS FOR THE COLONIES

to

COLONIAL OFFICE.

SIR, 4, Millbank, S.W.1, 28th February, 1934.

With further reference to your letter of the 22nd December§, on the subject of the supply of Le Gras rifles to the Resident, Aden, I have the honour to state that arrangements have been made for the shipment of a consignment of 800 rifles by the s.s. *Dumana* which is due to sail from London on the 3rd March and to arrive at Aden about the 21st March. A copy of the War Office report on the examination of the rifles is enclosed.

* No. 86. † No. 87.
‡ No. 90 in Middle East, No. 46. § No. 91 in Middle East, No. 46.

2. The Secretary of State will, no doubt, cause the Resident to be notified of the shipment of this consignment.

3. The six rifles referred to in the last paragraph of the letter from Imperial Chemical Industries dated the 8th December, a copy of which accompanied our letter of the 30th December, were shipped with the ammunition on the 22nd December, so that, including the consignment of 800 mentioned above, the total number of rifles which will have been shipped by the 3rd March is 1,006.

I have, &c.,

J. C. LAMONT,

for Crown Agents.

Enclosure in No. 90.

War Office report on the examination of 800 rifles Le Gras 11 m.m. patt. 1874, at Versailles and Le Havre.

400 rifles examined at Versailles were in very good condition as regards the bore of the barrels, and the general appearance of the rifles, but the mechanical condition was not too good. The chief defects being bent strikers; protrusion of striker incorrect; cartridge head space incorrect, and backsights incorrectly assembled. No attempt had been made to assemble the bolts to the rifles by their correct series number, a bolt being placed casually in each rifle, with no regard to its suitability. However, these defects were soon corrected, with no undue delay in the examination. Ten of the rifles were selected and fired at 100 metres range; two rounds being fired from each rifle. The selection was made with regard to high and low limits of striker protrusion, and cartridge head space. No misfires occurred; the rifles grouped satisfactorily; the positions of the shot holes on the target being approximately straight, and 1′ 6″ high. The packing cases provided for the transit of the rifles were sound and very suitable, although not made entirely of new timber. The cases were lined throughout with waterproof paper; the internal fittings being quite satisfactory.

2. The rifles were seen after they were greased inside the bore, and externally; placed into the cases; the cases sealed, and numbered 12 to 34. 22 cases held 18 rifles each and 1 case held 4 rifles.

3. The 400 rifles examined at Le Havre were possibly in a slightly better condition than those seen at Versailles, having been more recently repaired. There were more rusty barrels among them but the mechanical condition was better. The rifles were fitted with their correct bolt, and with the exception of one or two, were correct for cartridge head space, and general suitability. The main defects here were, bent strikers; incorrect striker protrusion; and screws jammed, but not home. Eleven of the rifles were selected as before, and fired at 30 metres range, 2 rounds being fired from each rifle. The shooting test was quite satisfactory; no misfires occurred, and the position of the shot holes being straight, 1′ 6″ high. The reason for testing 11 rifles at Le Havre, against only 10 at Versailles, was due to information received from the Commandant at the Parc, that he hoped to have another 50 rifles finished by the end of the week, in which case we should have had time to examine them. In this he was mistaken, as the staff, which consisted solely of six young conscript soldiers, were fully employed in cleaning, and correcting the rifles we examined. The packing cases provided at this place were splendid. Made entirely of new timber, 1½″ thick, with double ends. The cases were lined with waterproof paper, and the fittings were very substantial. The rifles were seen greased and packed, and the cases sealed.

20 cases being packed with 18 rifles each.
2 ,, ,, ,, ,, 20 ,, ,,

The cases numbered 35 to 56.

4. The alterations to the fittings, necessary to provide for the additional 2 rifles in each of 2 cases were simple and satisfactory.

37901/34 [No. 6]. No. 91.

THE SECRETARY OF STATE

to

THE RESIDENT.

(Sent 8.30 p.m., 6th March, 1934.)

TELEGRAM.

No. 21. My despatch of 9th January, No. 6*. Eight hundred Le Gras rifles shipped on S.S. *Dumana* arriving Aden about 21st March.

37901/34 [No. 18]. No. 92.

CROWN AGENTS FOR THE COLONIES

to

COLONIAL OFFICE.

SIR, 4, Millbank, S.W.1, 1st June, 1934.

In continuation of our letter dated 28th February† on the subject of the supply of Le Gras rifles to the Resident, Aden, I have the honour to state that the remaining 1,944 of the 2,950 rifles ordered in pursuance of your letter dated 15th June, 1933‡, were shipped in the s.s. *Modasa* which sailed from London on the 26th May and is due to arrive at Aden on the 13th June. A copy of the War Office report§ on the examination of the rifles is enclosed.

The Secretary of State will no doubt cause the Resident to be notified of the shipment of this consignment.

I have, &c.,

F. S. BLOMFIELD,

For Crown Agents.

37901/34 [No. 20]. No. 93.

THE SECRETARY OF STATE

to

THE RESIDENT.

(Sent 3.30 p.m., 6th June, 1934.)

TELEGRAM.

No. 61. My telegram of 6th March, No. 21||. Remaining 1,944 Le Gras rifles shipped on s.s. *Modasa* due at Aden 13th June.

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* 17901/33 [No. 47]: not printed. † No. 90. ‡ No. 74 in Middle East, No. 46.
§ Not printed. || No. 91.

2. TRIBAL GUARDS

37972/34 [No. 1]. No. 94.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 3rd December, 1934.)

[Answered by 78072/35 [No. 3].]

(No. 305, Confidential.)

SIR, The Residency, Aden, 21st November, 1934.

I have the honour to address this despatch to you on the subject of internal security in the Aden Protectorate.

2. The conclusion of the Treaty of San'a has accentuated the importance of a better system of law and order in the Protectorate, more especially on the main trade routes and on those routes over which Yemeni travellers and goods pass. In the past the efforts of the Aden Residency have been mainly concentrated on protecting the tribes from external aggression, but its attention should now be turned to improving tribal internal security and to setting the Protectorate house in order. As has been mentioned in several past reports and despatches, the contrast between the security in the Yemen and the lack of it in the Protectorate is most marked, and is discreditable to the latter. It will be remembered that the reason given by the King of the Yemen for placing an embargo on land trade between Aden and the Yemen in 1932 was the insecurity of the trade routes in the Protectorate; and on economic, apart from other grounds, it is important to devise a better system of safeguarding travellers and trade.

3. The Protectorate is subject to general air control, which has dealt and can deal effectively with cases which are of sufficient importance to require air action. But air power cannot be utilized either economically or to the best advantage unless tribal chiefs are able to carry out the orders of His Majesty's Government within their own areas. Knowledge of the potentialities of air action can usually be relied on to keep local rulers on the side of law and order, and to restrain the majority of their subjects from acts of violence, but there are always individuals or small sub-sections who may be tempted to resort to brigandage in defiance of the local authority and relying upon the reluctance of the Government to employ air action except in the last resort and when a whole section or tribe is guilty.

4. Except in a few cases where His Majesty's Government have special road agreements and make monthly road payments, the local chiefs at present attempt to maintain their authority by a form of blackmail which consists of giving their sheikhs presents and munitions, mostly from this Residency by the means of recommendatory letters. The degree of security obtained varies with the strength of character and energy of the different chiefs, but, as is usual in blackmail cases, the payments eventually prove inadequate to achieve their object, and sooner or later authority is defied and an act of murder or brigandage occurs.

Moreover, our policy of non-interference, and until recently the lack of sufficient Political Officers, have prevented adequate supervision of the existing unsatisfactory system, so that even the chiefs who have road agreements have often shirked their duties and failed to carry out their obligations.

5. A particularly unsatisfactory feature of the present system is that although compensation may be paid to the victim of violence, the actual culprits usually go unpunished, so that there is no real deterrent to repetition or imitation of the offence.

6. In order to remedy this unsatisfactory state of affairs I have been endeavouring to devise some alternative means of maintaining internal security which would be more reliable and more effective as part of the system of air control. For this purpose, I wish, with your approval, to try the experiment of endeavouring to form tribal guards, who would be used primarily for safeguarding the routes but would also serve to increase the authority of the chief concerned and would be available to maintain law and order both on and off the trade routes. The recent increase in my Political Staff will enable me to test

the possibility of having these road guards organized, trained and supervized by this Residency. In Lieutenant Hamilton I have a specially qualified officer peculiarly suited for this purpose. A soldier by profession, he has just spent 3 or 4 years in a unit composed of Protectorate tribesmen, and his experience of their characteristics and capabilities will enable him to gauge the extent to which this scheme can be applied. He is now available as a Political Officer and can be spared for these duties.

7. I propose to commence on a small scale with one tribe at a time, and only in those localities where important trade routes exist or the terrain and conditions are such that the scheme is likely to succeed. A list of such localities is given in attachments Nos. 1 and 2 to this despatch.

8. A Political Officer, in addition to organizing the guards, should pay periodical visits to the locality to see that his instructions are being carried out and to give the chiefs and others advice on the spot. In some tribes ex-soldiers of the 1st Yemen Infantry and the Aden Protectorate Levies are available both to supply the personnel of the guards and to assist in training, while the Officer Commanding British Forces in Aden has offered his help by allowing tribal guard leaders to receive training in their duties and those of their men under arrangements to be made with the Officer Commanding, Aden Protectorate Levies.

9. Mr. Hamilton is now engaged in a tentative organization of tribal guards in the Haushabi territory. His efforts have met with initial success, and the Haushabi Sultan is prepared to co-operate. The willing co-operation of the chief is, of course, an essential factor in the scheme, which cannot succeed unless he exerts himself to promote it to the best of his ability.

10. As regards the financial aspect of this proposal I consider it desirable that the chiefs themselves should realize their responsibilities and the advantages which are likely to accrue to them from a system of reliable partially trained guards, and should pay for them in so far as their means permit.

11. But with the exception of Their Highnesses the Sultans of Lahej and Mukalla, who are geographically advantageously situated and derive the bulk of their income from road and port dues respectively, the Protectorate Chiefs have very limited resources and small incomes. I am of opinion, therefore, that they cannot afford to pay wholly for the maintenance of their tribal guards and that some financial help from His Majesty's Government will be necessary.

12. I therefore suggest that the chief concerned should be called upon to take a share of the payment and that His Majesty's Government should assist him with the remainder, consideration being given to whether the chief has a road agreement with His Majesty's Government and is already in receipt of a monthly road payment or not.

13. I append a statement showing the tribes with whom I propose to experiment with this scheme in the probable order with which they will be dealt, and the annual financial assistance which I suggest should be given to the chief of each tribe. This total amount comes to £500, and I request that this sum may be included in the Middle Eastern Vote, sub-head Aden, next year. My calculations are based on tribal forces varying from 30 to 70 men and on a monthly salary rated at Rs.5 *per mensem*.

14. Although I am budgeting for this sum of £500, I propose that no payment be made to any chief until I am satisfied that he is co-operating willingly and to the best of his ability and that the experiment, so far as it concerns that particular tribe, is likely to be successful and fulfil its purpose.

15. To balance this expenditure I suggest that a saving may be made by a decrease in the free issue of munitions and an increase in the payment issues. The normal annual free issues of Le Gras rifles and ammunition represent a value of £90 and £1,400 respectively. It will be seen therefore that a decrease of 33 per cent in free issues would effect the saving. With the conclusion of the Treaty of San'a, the need for the issue of munitions for tribal frontier defence has largely disappeared, and it will be lessened considerably for internal security also in those tribes in whose territory tribal guards are established.

16. To sum up, the system of maintaining internal security in the Aden Protectorate is at present defective owing to the weakness and uncertainty of tribal authority. It is obviously most undesirable to employ air action in every case of disturbance on the roads with which the chief himself is at present unable to deal. The power of the Royal Air Force as a backing to law and order should, and does, overshadow the country, but

in my opinion it should be used only as a last resort and not to do the every-day police work. I believe that the best method of meeting this difficult but important problem is a system of tribal guards such as I have outlined in this despatch, if it is found to be feasible. If it can be made to succeed it will be a valuable step in the direction of substituting some degree of law and order for the present semi-anarchic condition of most of the Protectorate. The task will be a difficult one, and I can at this stage give no assurance of its success, but I consider the experiment to be well worth making. I therefore hope that His Majesty's Government will give this scheme its consideration and approval.

I have, &c.,

B. R. REILLY,

Resident, &c.,

Attachment No. 1 to No. 94.

TRIBES DETAILED FOR THE "TRIBAL GUARD" SCHEME.

Name of Tribe.	*Strength of Guards.*	*Trade Route.*	*Annual Assistance.*	*Remarks.*
Haushabi	70	From Yemen *via* Mawiya	£100	Experiment now in progress. Road agreement with H.M.G.—1914.
Quteibi	25–40	From Yemen *via* Qa'taba and Dhāla.	£50	Road agreement with H.M.G.—1915.
'Audhali (*a*)	70–80	Lateral—Beidha to Eastern Protectorate.	£180	Adh Dhāhir plateau.
Fadhli	50–60	Coffee from Yāfa' ..	£90	Abian locality.
Lower 'Aulaqi (*b*) ..	40–50	Coastal West to East ..	£80	Ahwar and coastal locality only.

Notes.—(*a*) Recently restored by King of the Yemen and at present well under control, after 9 years of strong Yemen rule. Maintenance of present tranquil state of plateau most desirable.
(*b*) Chiefly to enhance Sultan's authority and to assist him to deal with trouble arising out of family differences which have been prevalent since his accession in 1930.

Attachment No. 2 to No. 94.

Reference Map, San'ā D38, 16" = 1 mile.

MAIN TRADE ROUTES FROM THE YEMEN.

From	*Via.*	*Protectorate Tribes involved.*	*Remarks.*
Mocha and Hujariya	Māfalis ..	Subeihi ..	Under the control and responsibility of His Highness the Sultan of Lahej. Possibility of new Lahej Trained Force being used for picquetting, patrolling, and punishing. Internal security can be left in the hands of His Highness without Residency interference.
Ta'iz	Ar Rāhida and W. 'Aqqan.	Haushabi (Ahl 'Umur).	
Ta'iz	Ad Dureija and Museimir.	Haushabi ..	Tribal guards experiment already in progress.
Qa'taba	Dhāla' ..	Amiri, Quteibi, and Haushabi.	*Amīr of Dhāla'*.—Already maintains irregular force of 50 men under the terms of his Treaty of 1904 with His Majesty's Government. Residency interference unnecessary for the present.
			Quteibi territory safe at present owing to recent punishment of tribe by air action and surrender of hostages. But in event of probable release of hostages after period of satisfactory conduct, tribal road guards may be necessary.
			Haushabi territory covered by item No. 1 of Attachment No. 1.

Note.—All these trade routes converge on to 'Abdali territory.

37972/34 [No. 2]. No. 95.

LIEUT.-COLONEL SIR BERNARD REILLY (RESIDENT)
to
SIR COSMO PARKINSON (COLONIAL OFFICE).

Extract from semi-official letter dated 2nd January, 1935.

(Received 14th January, 1935.)

* * * * *

I hope that my proposals for the creation of tribal guards (made in my despatch No. 305 of 21st November, 1934*), will also commend themselves to you. The establishment of security on the main trade routes is essential to peaceful progress in the Protectorate and to the development of Aden's land trade with the Yemen, and its achievement is one of our principal problems. The conclusion of the treaty with the Yemen and the enlargement of the Political staff have now given us an opportunity of dealing with this question. It is not practicable or desirable to invoke air action continually for this purpose and there is no force, such as Khassadars or Police, available for it. We must therefore look for some alternative ground auxiliary to air control, and we hope to find it near Aden in the Lahej Trained Forces and further afield in a looser and less ambitious organization of tribal guards. Both Portal and I are keen to see this experiment successfully started.

* * * * *

37972/34 [No. 3]. No. 96.

COLONIAL OFFICE
to
TREASURY.

[Answered by 78072/35 [No. 5].]

SIR, Downing Street, 24th January, 1935.

I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch* from the Resident at Aden, making proposals for the establishment of tribal guards in certain areas in the Aden Protectorate.

2. The Secretary of State has been much impressed recently with the need for securing a greater measure of law and order throughout the Protectorate area. He is strongly of opinion that the Resident's proposals, which are fully explained in his despatch, should be given a trial, and that if they succeed they will represent a most satisfactory step in the development of orderly progress in the Protectorate.

3. Sir Philip Cunliffe-Lister, therefore, requests that their Lordships will sanction the provision of £500 for this service in the Aden Estimates for 1935-36.

I am, &c.,
H. R. COWELL.

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3. WIRELESS TELEGRAPH COMMUNICATIONS

37956/34 [No. 1]. No. 97.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 3rd December, 1934.)

[Answered by No. 100.]

No. 303.

SIR, The Residency, Aden, 21st November, 1934.

I have the honour to address this despatch to you on the subject of wireless telegraph communication between Aden and certain parts of the Protectorate.

2. There are at present two fixed wireless telegraph stations in the Protectorate, one at Dhāl'a, which was established after the operations in 1928, and one in the 'Audhali country, which was established a few years later, first near Lodar, and then, on the regaining of the plateau by the 'Audhali Sultan, at Mukeiras where it is at present.

* No. 94.

3. These two stations were primarily established for defence purposes at a time when the relations of His Majesty's Government with the King of the Yemen were strained. The field pack wireless telegraph sets in use at these stations are, therefore, the property of the Royal Air Force who also bear the running charges and carry out repairs and the renewal of spare parts. The operators, who are trained by the Royal Air Force, are local Arabs who work under and receive their salaries from this Residency.

4. Although the need for these two stations is not so pressing since the conclusion of the Treaty of Sanaa, I am of opinion that they should still be maintained in the interests of defence, and in this the Officer Commanding British Forces in Aden agrees with me.

5. With the appointment of a Second Political Officer and a Frontier Officer whose duties normally lie in the Protectorate, visiting tribal territories and the frontier respectively, the need has arisen for the provision of two more wireless telegraph sets to enable these officers to maintain rapid communication with the Residency. Captain Seager, the Frontier Officer, who has been engaged during the last month or so on the Subeihi frontier in conjunction with the Yemeni Frontier Officer, has had a wireless telegraph set with him by means of which he has been able to keep regular communication with me and to furnish daily reports of his progress, while I, on my part, have been able to give him rapid replies to questions which he has referred to me for my decision, whereas the only other means of communication, which would be by runner, would entail considerable delay. In the absence of a political wireless telegraph set, the set with Captain Seager was kindly lent by the Officer Commanding British Forces in Aden while the operator was borrowed from the Dhāl'a station which has been temporarily denuded.

6. As these two wireless telegraph sets would be used entirely for political purposes, I am of opinion that they should be provided and maintained by His Majesty's Government. They would need four Arab operators to work them in addition to those already employed at Dhāl'a and Mukeiras.

7. I therefore recommend the immediate supply to this Residency of two field pack wireless telegraph sets and accessories similar to those issued by the Air Ministry for use by the Royal Air Force in Aden, and I am budgetting for the sum of £400 for this purpose, under item III (iv) (extra-ordinary non-recurrent expenditure) of the M.E. Vote, sub-head, Aden for 1935-36, and for £152 under item II (c) (iv) (Political Services) as the annual expenditure on account of the pay of four operators (two at a monthly salary of Rs.40 and two at Rs.30) and the remainder for upkeep.

8. I hope that this will have the approval of His Majesty's Government.

I have, &c.,
B. R. REILLY.
Resident, &c.

37956/34 [No. 2]. No. 98.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 2.32 p.m., 11th January, 1935.)

TELEGRAM.

10. 11th January. I shall be grateful for an early reply to my despatch No. 303 of 21st November, 1934*, so that if necessary training of Arab wireless operators may be commenced as soon as possible.

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* No. 97.

37956/34 [No. 3]. No. 99.

THE SECRETARY OF STATE
to
THE TREASURY.

[*Answered by 78056/35 [No. 1].*]

SIR, Downing Street, 24th January, 1935.

I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch from the Resident at Aden*, regarding the provision of additional wireless telegraph apparatus for use in the Aden Protectorate.

2. As their Lordships are aware, it is the policy of His Majesty's Government to establish close and friendly relations with the Sultans and tribes of the Aden Protectorate through the Political Officers. The Aden Protectorate, which includes the Hadramaut, is a very large area, and, owing to lack of staff, it has not been possible in the past to maintain contact with the more distant areas. With the conclusion of the Treaty of Sanaa and the reopening of the trade routes it has become increasingly desirable to establish closer relations with all the Sultans and tribes in the Protectorate area, in order to reap the benefits of the more stable conditions which have now been established. Frequent visits by the Political Officers are desirable: and such officers require to be in constant communication with the Resident.

3. In these circumstances Sir Philip Cunliffe-Lister strongly supports the Resident's proposal for the purchase of two additional wireless sets, and for the engagement of the necessary staff to work them. Provision of £400 for the purchase of the two sets, and of the necessary sum for recurrent expenditure on staff and upkeep has accordingly been included in the draft Estimates of the Aden Sub-Head of the Colonial and Middle Eastern Services Vote for 1935–36, and Sir Philip Cunliffe-Lister trusts that their Lordships will sanction the Resident's proposals.

I am, &c.,
H. R. COWELL.

37956/34 [No. 4]. No. 100.

THE SECRETARY OF STATE
to
THE RESIDENT.

(Sent 9 p.m., 7th March, 1935.)

TELEGRAM.

No. 16. Your despatch of 21st November, No. 303*. Non-recurrent expenditure of £200 on purchase of one field pack wireless set, and recurrent expenditure of £76 in respect of two operators and upkeep approved. Owing to need for reduction of Estimates it has been necessary to omit provision for second set.

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4. HINTERLAND BOUNDARIES OF THE HADHRAMAUT

37932/34 S. [No. 1]. No. 101.

THE SECRETARY OF STATE
to
THE RESIDENT.

(Sent 11.30 a.m., 24th September, 1934.)

TELEGRAM.

[*Answered by No. 103.*]

Secret. No. 84. It is probable that in near future negotiations may be opened with Ibn Saud in an endeavour to settle with him all outstanding questions of major importance. As you are aware, boundaries of Ottoman territory in eastern and south-eastern Arabia were laid down in Conventions between United Kingdom and Turkey

* No. 97.

of 29th July, 1913, and 9th March, 1914. His Majesty's Government are now of opinion that Ibn Saud may have a reasonable claim to certain areas east and south-east of blue and violet lines (see Annex 5a to 1913 Convention and Annex C to 1914 Convention). In view of possible claims of Ibn Saud it may be desirable to know for purpose of coming negotiations what are hinterland boundaries of Sultans of Hadhramaut with whom His Majesty's Government are in treaty relations. These boundaries must presumably be settled primarily by limits of tribal areas over which Sultans concerned exercise jurisdiction, but there may be certain physical features in boundary areas which it would be desirable to retain if possible for strategic and other reasons within territories of Sultans concerned though they may not strictly be within their territories. I understand that certain reconnaissances have already been carried out by Royal Air Force which may be of assistance to you.

While I do not suggest that elaborate investigations should be put in hand for the moment, I should be glad to receive, by early mail if possible, a preliminary statement as to hinterland boundaries of Hadhramaut Sultans. Nothing should be said at present stage to Sultans concerned.

I shall be glad also to receive any general observations you may wish to make at this stage.

37932/34 S. [No. 6]. No. 102.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 15th October, 1934.)

[*Answered by No. 103.*]

(No. 263.)
(Secret.)

SIR, The Residency, Aden, 3rd October, 1934.

I have the honour to refer to your telegraphic enquiries* regarding the hinterland boundaries of the Sultans of Hadhramaut with whom His Majesty's Government are in treaty relations. These Sultans are His Highness the Qu'aiti Sultan of Shihr and Mukala, whose territories include the Shibam district at the western end of the Hadhramaut valley, and the Kathīri Sultans of Seiyun and Tarim, whose territories lie along the Hadhramaut valley to the east of Shibam and as far as Qabr Hud.

2. The Kathīri Sultans are not in direct treaty relations with His Majesty's Government, but their country is included within the limits of the Aden Protectorate by virtue of clause 5 of the Qu'aiti-Kathīri Agreement of 1918, in accordance with which the Kathīri Sultans accept the Qu'aiti Sultan's Treaty with the British Government as being binding upon them. This Agreement was made with the approval of the Foreign Office, which at that time controlled Aden Protectorate Affairs, and a copy of the Agreement† is now no doubt in the Colonial Office records.

3. It is difficult to define with precision the hinterland boundaries of the Qu'aiti-Kathīri Sultans north of the Hadhramaut valley, our information about that area being at present very meagre. The tribes living to the north of the valley are the Ahl Sa'ar, the Ahl 'Awāmir and the Ahl Manāhil. All three are referred to in the *Handbook of Arabia*‡ as being Hadhramaut tribes, and the two former are reported to look on the Qu'aiti Governor of Shibam as their overlord. The Ahl Manāhil are probably in a similar relation to either the Qu'aiti or the Kathīri Sultans, but this point needs verification. All three tribes should, in my opinion, be regarded as being within either Qu'aiti or Kathīri territory, and so within the Protectorate area.

4. As far as I am aware, the countries of these three tribes extend northwards to the southern edge of the Empty Quarter, which forms the natural northern boundary of the Hadhramaut, and which, for both political and strategic reasons, ought, in my opinion, to be the frontier of the Aden Protectorate in that direction in the event of a modification of the blue and violet lines of the Anglo-Turkish Convention.

* No. 101. † Aitchison—Volume XI, p. 157. ‡ See pp. 229–232 of Handbook.

5. I regret that I am at present unable to state with any degree of accuracy the exact position of the southern edge of the Empty Quarter, and it has not so far been ascertained by the reconnaissances of the Royal Air Force. I understand, however, that it lies at a distance varying from about 20 miles (from Tarim) to about 60 miles (from Shibam) north of the Hadhramaut valley.

6. It has already been arranged that Mr. W. H. Ingrams, O.B.E., Political Officer, should visit Mukalla and the Hadhramaut for some weeks during this autumn to study political conditions there, and the Officer Commanding the Forces in Aden and the Political Secretary also intend to visit the Hadhramaut for a few days next month. Group-Captain Portal proposes to take advantage of the opportunity afforded by this visit to arrange more extended aerial reconnaissances than have hitherto been made to the north of the Hadhramaut valley.

7. When these flights have been completed and Mr. Ingrams has made his report I hope to be in a position to reply more fully to your enquiries. In the meantime Group-Captain Portal and I are agreed that, in any revision of frontiers in this area, all territory lying to the south of the Empty Quarter and to the west of the boundaries of the Sultan of Muscat should, on strategic as well as political grounds, be included in the Aden Protectorate.

I have, &c.,
B. R. REILLY,
Resident, &c.

37932/34 S. [No. 7]. No. 103.

THE SECRETARY OF STATE
to
THE RESIDENT.

(Sent 2.45 p.m., 25th October, 1934.)

TELEGRAM.

[*Answered by No. 104.*]

No. 90. Your secret despatch of 3rd October, No. 263*. It is desirable to have information regarding hinterland boundaries of Protectorate in area east of Hadhramaut valley up to Muscat boundary. Please forward by despatch any information in your possession regarding territories of Sultan of Qishu and any other Sultans in this area. Visits foreshadowed in paragraph 6 of your despatch may possibly enable some further information to be obtained.

37932/34 S. [No. 13]. No. 104.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 26th November, 1934.)

(No. 296.)
(Secret.)

SIR,

The Residency, Aden, 14th November, 1934.

I have the honour to refer to your telegram of 25th October, 1934†, regarding the hinterland boundary of the Protectorate in the area east of the Hadhramaut.

2. The boundary on the coast between the territory of the Sultan of Qishn and Socotra and that of the Sultan of Muscat (that is, the eastern limit of the Aden Protectorate) is at Ras Darbat 'Ali. I regret, however, that I have at present no reliable information concerning the hinterland boundary of Qishn. This ignorance is due to the small amount of direct contact with Qishn in the past.

* No. 102. † No. 103.

3. It is probable that the country inland from the Qishn coast and under the real or nominal control of the Sultan extends as far as the edge of the Ruba'al Kha in the same way as that of the Northern Hadhramaut, and I consider that this is the boundary which ought, in any event, to be claimed. The Officer Commanding, British Forces in Aden proposes to take advantage of a visit of aircraft in the near future to the Qishn coast to make aerial reconnaissances inland towards the Great Desert.

4. I have also instructed Mr. Ingrams, my 1st Political Officer, who is now in the Hadhramaut undertaking an extensive tour of its country and a study of its problems, to make enquiries, and he proposes to extend his tour to Qishn in the event of no information being available in the Hadhramaut.

5. I hope to be able to supply information about this boundary after the aerial reconnaissances have taken place and Mr. Ingrams has returned from his tour.

I have, &c.,
B. R. REILLY,
Resident, &c.

37932/34 S. [No. 19]. No. 105.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 17th December, 1934.)

(No. 318.)
(Secret.)

SIR,

The Residency, Aden, 5th December, 1934.

I have the honour to refer to my secret despatch No. 263 of 3rd October, 1934*, regarding the hinterland boundaries of the Sultans of the Hadhramaut, and to forward a copy of a note which I have received from the Officer Commanding, British Forces in Aden on a reconnaissance which he carried out north of the Hadhramaut on 20th November.

2. It will be seen from this note that the reconnaissance has clearly established that the southern edge of the Great Desert, or Empty Quarter, does not lie within 75 miles of the Hadhramaut valley and the statement contained in paragraph 5 of my above quoted despatch that it lies at a distance varying from about 20 miles (from Tarim) to about 60 miles (from Shibam) north of the valley has been definitely disproved.

3. I hope to be able to submit more positive information after Mr. Ingrams' return.

4. The photographs mentioned in the note are not attached.

I have, &c.,
B. R. REILLY,
Resident, &c.

Enclosure in No. 105.

RECONNAISSANCE NORTH OF THE HADHRAMAUT.

On 20th November, 1934, two aircraft carried out a reconnaissance of the area north of the Hadhramaut, to try to find out the extent and nature of the country between it and the Great Desert, the southern edge of which was believed to lie about 60 miles from Shibam and about 20 from Tarim.

Starting from Shibam the aircraft flew for 65 miles on a track of 330° true, then for 70 miles on 90° and finally for 50 miles on 180°. Visibility varied from about 15 to about 30 miles or more but at no point was any great expanse of sand visible, such as is seen to the north-east from over Beihan. At the first turning point, however, two sectors of the circle of visibility consisted entirely of sand, each subtending about 30°, one from about 280°–310° and the other from about 10°–40° true. Except for these two sectors,

* No. 102.

the whole of the country visible during the flight consisted of a rock formation roughly similar to that lying just south of the Hadhramaut. The general height above sea-level appeared to be about 2,000–3,000 feet, and no high hills were seen. The ground is scored by many deep irregular clefts and there are also several broad wadi-beds running generally to the north-east, in which a good deal of sparse scrub was visible. The country became flatter and more open on the second half of the eastward " leg " of the course flown, and very much more irregular and broken during the latter half of the southward " leg ", i.e. from about 25 miles north of Tarim.

At a point about 30 miles N.N.W. of Shibam a strip of cultivation about a mile long was observed in a wadi-bed, together with a few houses, but except for these the only signs of human life seen throughout the flight were a few tracks.

The sand seen at the first turning point may be continuous with the Rub'-al-Khali, but apart from this it appears to be definitely established that the Great Desert does not extend to within 75 miles of the part of the Hadhramaut valley lying between Shibam and Tarim.

Typical photographs of the country flown over are attached.

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5. TERRITORIAL WATERS

30268/7/34 [No. 1].

No. 106.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 10th December, 1934.)

[*Answered by No. 107.*]

(No. 312.)
(Confidential.)

SIR,

The Residency, Aden, 28th November, 1934.

I have the honour to forward, for your information, copies of correspondence regarding the rights and jurisdiction of maritime Indian States in waters adjoining their coastline.

2. It will be seen that the principles formulated by the Government of India in paragraph 3 of their letter dated the 25th February, 1932, and approved by the India Office in their letter dated the 30th June, 1932, lay down the relation of the territorial waters of an Indian State to that State, and draw the distinction to be made regarding the jurisdiction of the State between cases affecting the States foreign relations and those affecting its internal policy.

3. In view of the facts stated in my letter dated the 14th July, 1934, I recommend for the approval of His Majesty's Government that jurisdiction over the territorial waters of Arab States of the Aden Protectorate be made analogous to that applying to Native States in India.

I have, &c.,
B. R. REILLY,
Resident, &c.

Enclosure 1 in No. 106.

FROM THE CHIEF COMMISSIONER, ADEN, TO THE SECRETARY TO THE GOVERNMENT OF INDIA (FOREIGN AND POLITICAL DEPARTMENT), SIMLA.

14th July, 1934.

Subject:—Right of fishing in waters bordering Native States.

I have the honour to state that a question has arisen regarding fishing rights in the sea bordering the coast of the Abdali Sultanate of Lahej, a State in the Aden Protectorate. His Highness the Sultan claims territorial jurisdiction in respect of fishing rights in these waters up to a three-mile limit, and considers that fishing in them should be

reserved for the benefit of Abdali subjects, and that Aden fishermen cannot operate in them except with his permission and subject to his taxation. There is nothing, either in the Treaty with the Abdali Sultan or any other Aden Protectorate treaty, dealing with this point.

2. The Sultan's claim raises a question of principle, which it may be necessary for me to submit to the Colonial Office, which now controls the Aden Protectorate. Before doing so I shall be grateful for your advice inasmuch as the Aden Protectorate treaties were originally made by the Government of India, and as the position with regard to the sea bordering the States of the Aden Protectorate is therefore presumably analogous to that of the sea bordering States in India, such as Travancore, Cochin, Cutch, and the maritime States of Kathiawar.

3. I find that " Territorial Waters " are defined in Wharton's Lexicon as follows:—

> " *Territorial Waters.* This expression is used with regard to that portion of the sea, up to a limited distance, which is immediately adjacent to the shores of any country. The generally recognized limit is three miles. Territorial waters are considered as territory to the extent that fishing in such waters is reserved for the exclusive benefit of the subjects of the adjacent country. See the Territorial Waters Jurisdiction Act, 1878, 41 and 42 Vict. c. 73, passed in consequence of the decision in R. v. Keyn, (1876) 2 Ex.D.63."

4. I do not know whether this definition is applicable in the case of the States I have mentioned. I assume that there is no doubt that for international purposes the waters bordering on these Indian States and similarly the waters bordering on the Aden Protectorate States are British, but it is possible that for administrative purposes (including fishing rights) they are regarded as belonging to the States concerned.

5. I am unable to find any explanation of this point in the information available to me here, and I shall be glad if you will be good enough to enlighten me as to the position in the case of Indian maritime States.

Enclosure 2 in No. 106.

FROM THE GOVERNMENT OF INDIA (FOREIGN AND POLITICAL DEPARTMENT), SIMLA, TO THE CHIEF COMMISSIONER, ADEN, AND ACCOMPANIMENTS.

3rd August, 1934.

Subject:—Rights and jurisdiction of maritime Indian States in waters adjoining their coastline.

With reference to your letter dated the 14th July, 1934, I am directed to enclose a copy of correspondence which states the position with regard to the rights and jurisdiction of maritime Indian States in waters adjoining their coastline.

TO THE SECRETARY, POLITICAL DEPARTMENT, INDIA OFFICE, LONDON.

25th February, 1932.

I am directed to address you on the subject of the rights and jurisdiction of Indian maritime States in waters adjoining their coastline.

2. The position hitherto maintained by the Government of India is that the Indian States which have no international status have also, as of right, no jurisdiction over the so-called territorial waters opposite their coastline. They have held that this jurisdiction vests in the British Government as Paramount Power, but that the Government will consider, in each case as it arises, how much jurisdiction and of what kind each State will be permitted to exercise, if it wishes to do so. In accordance with these principles, the Government of India in 1909 permitted the Nawanagar Darbar to grant a lease of its pearl fisheries but ruled that a Darbar monopoly of general fishing rights must be disallowed. They also asked that it might be clearly explained to the Darbar that the British Government did not waive their rights by not asserting them on this occasion. The principle was reaffirmed in 1917 in a decision upon a reference made by the Bombay Government enquiring whether certain transhipment fees levied by the Nawanagar State were reasonable and should be permitted.

3. The question was again raised in 1929 by the Government of Bombay in connexion with a complaint received by them from a British Indian subject, who alleged that his fishing-boats had been seized by the Nawanagar Darbar for violation of the Darbar Fishery Rules and that his servant had been fined Rs.500/-. A copy of the relevant correspondence* is attached which will show that the complainant did not dispute the Darbar's right to control fishery within the three-mile limit, but stated that his boats had been seized in outside the three-mile limit. Since, however, as pointed out by the Bombay Government, the case touches on important issues as to the rights

* Not received in Colonial Office.

of States in their territorial waters, disposal of the matter has been deferred in the expectation that some pronouncement on this question might be made in the course of recent constitutional discussions. This expectation has not been fulfilled, but the Government of India consider that they should take this opportunity of re-stating their views on the whole question. It will be observed that, if the ruling of 1909 referred to above is to be maintained, Mr. Shroff's complaint should be taken up with the Nawanagar Darbar and the Darbar should be called upon to refund the fine of Rs.500 imposed upon Mr. Shroff for breach of the Nawanagar Fishery Rules and also to refrain from enforcing those rules in future. There appear however to be valid objections to this course. In the first place, Mr. Shroff does not appear to question the Darbar's right to impose restrictions upon fishing within the three-mile limit but bases his complaint on the assertion that his boats were seized outside that limit. Secondly, the Nawanagar Darbar have in fact imposed restrictions upon fishing within the three-mile limit since 1899 in spite of the Government of India's ruling of 1909. The State might, therefore, reasonably claim the prescriptive right to continue to exercise this amount of jurisdiction. Thirdly, a more detailed examination of the juristic position has led to the conclusion that the territorial waters of the maritime States of India form part of the territories of those States, but that the exercise of jurisdiction within those waters is divided between the States and the Paramount Power in such a way that the States' jurisdiction is limited to cases, in which no question of foreign relations or external policy of any kind, including defence, arises. The adoption of this theory would make it possible to allow the Darbars to exercise all material and economic rights—such as fishing and " flotsam and jetsam "—within the three-mile limit from their coastline and to assert these rights against British Indian subjects or foreign nationals. It would not, on the other hand, diminish the rights of the Paramount Power to take action for the defence of India and for the fulfilment of their international obligations within those territorial waters.

4. The Government of India consider that these principles may logically be deduced from recent changes of opinion regarding the scope of " Paramountcy " and from the decision arrived at by His Majesty's Government with regard to sovereignty over the air, in which connexion I am to invite attention to Mr. Wedgwood-Benn's secret despatch No. 3 of 31st July, 1930. Before however communicating their views to the Bombay Government, they consider it desirable to consult the Secretary of State and I am to request that I may be informed whether these principles have his approval.

FROM THE SECRETARY, POLITICAL DEPARTMENT, INDIA OFFICE.

30th June, 1932.

In reply to your letter of the 25th February, I am directed by the Secretary of State to inform you that he approves the principles formulated by the Government of India as stated in paragraph 3 of your letter, in respect of the rights of maritime Indian States over the waters adjoining their coastline and the exercise of jurisdiction within those territorial waters.

2. As regards the practical application of these principles the Secretary of State assumes that if action taken by a State against a foreign vessel should result in a diplomatic protest from a foreign Government, the Government of India will be in a position to ensure, in the discharge of their international obligations, that their view of the consequences of the State's action (as e.g., the necessity for payment of reparation) will be accepted and acted upon by the State concerned.

3. The Secretary of State observes that Mr. Shroff alleged that the Nawanagar Darbar claims jurisdiction within a twelve-mile limit. As the Government of India are aware, any such claim would be contrary to the settled views held by His Majesty's Government and the Government of India in regard to international law on the subject of territorial waters—see the Government of India's telegram in the Legislative Department No. 873-S, of 18th March, 1930. If, therefore, the Darbar do in fact claim more than the three-mile limit, it may be advisable to inform them that such a claim cannot be allowed.

1970/2/35 [No. 3]. No. 107.

THE SECRETARY OF STATE

to

THE ACTING RESIDENT.

(Confidential.)

SIR, Downing Street, S.W.1, 2nd May, 1935.

With reference to Sir Bernard Reilly's confidential despatch No. 312 of the 28th of November, 1934*, I have the honour to inform you that, after consultation with the interested Departments of His Majesty's Government, I approve the proposal that the principle formulated by the Government of India, and approved by the Secretary of State for India, with regard to the exercise of jurisdiction within the territorial waters of the Indian States should be applied in the case of the territorial waters of the Arab States of the Aden Protectorate.

I have, &c.,

P. CUNLIFFE-LISTER.

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* No. 106.

6. COLLEGE FOR THE SONS OF CHIEFS

37970/34 [No. 11]. No. 108.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 1st October, 1934.)

(No. 249.)

SIR, The Residency, Aden, 19th September, 1934.

I have the honour to refer to my despatch No. 151 dated 6th June, 1934*, on the subject of the establishment of a hostel for the sons of Protectorate Chiefs and their near relations, in which I expressed my opinion that the failure of the Government of India to appoint a suitable Education Officer at Aden would necessitate the postponement of the scheme. It has since been suggested to me that, pending the appointment of an Education Officer properly qualified to undertake this task, it might be entrusted to one of the officers of my political staff. I have accordingly asked Mr. W. H. Ingrams to study the question and to inform me whether he would be prepared personally to go forward with the initiation and supervision of the scheme. He has stated that he is willing to do so, and he has submitted proposals in detail in a report, a copy of which I enclose†.

2. Mr. Ingrams is fortunately peculiarly well qualified for this work and he has served on educational bodies in Zanzibar and Mauritius and has formulated schemes in those places for the improvement of education. His careful analysis of the present problem and his comprehensive recommendations for its solution are the result of his experience and insight of questions of this nature. I am in full agreement with his proposals both in respect of the objects which it is his desire to attain and of the methods that he suggests for achieving them. Mr. Ingrams has explained his scheme so fully that there is little for me to add to his report.

3. Lieutenant-Colonel M. C. Lake, Political Secretary, in commenting on Mr. Ingrams's report, has remarked that he must be prepared for disappointments, but he has at the same time expressed the opinion that it is only a matter of time for the standard at which Mr. Ingrams aims to be attained, and for the College to become a popular institution and for its benefits to be realized. I agree with Colonel Lake's view, both with regard to the possibility, or even probability, of disappointment and difficulties in the initial stages of the scheme, and of its ultimate success. Mr. Ingrams has made it clear in the course of his report that he is under no illusions with regard to the difficulties to be faced.

4. In the first place, it will undoubtedly take some time before the Chiefs and their families, for whose benefit the scheme is primarily designed, fully appreciate its advantages. They may, for instance, be reluctant to let their sons be parted from their families and sent to Aden at a sufficiently early age.

5. Secondly, there is the vital problem of obtaining suitable masters, without whom the proposed College cannot succeed. Mr. Ingrams has explained that these can neither be found locally nor obtained from Egypt or Palestine, but the solution which he recommends of turning for help to Zanzibar is one which Mr. Ingrams, with his intimate knowledge of that place, believes will succeed.

6. In the third place, there is the crucial question of finance. It will be seen from Mr. Ingrams's report that he proposes an initial capital expenditure of £2,040, and an annual recurring expenditure of £1,410. In your despatch No. 36 dated 16th March, 1934‡, you have informed me that a sum of £1,125 for expenditure on the School hostel building has been included in the Estimates for 1934-35 on the understanding that you will be consulted further as to the proposed hostel scheme before any expenditure is incurred. Mr. Ingrams has unfortunately found it necessary to increase this capital sum by a considerable amount. This is regrettable, but I fear inevitable. It is due mainly to the largely increased expenditure necessary for repairs to the building in which it is proposed that the College should be accommodated. This building was orginally a military one, designed as a mess and quarters for the officers of the British battalion, which in early days used to be stationed near the Isthmus fortifications. Since then it was used for various military purposes, and, when the old military cantonment was

* 37970/34 [No. 3]: not printed. † Not printed. ‡ No. 16.

abolished on the transfer of Aden's defence to the Air Ministry, it was included in the area leased to the Air Ministry by the Aden Settlement. The Air Ministry have, however, made no use of it, and it has therefore remained unoccupied for several years. In this state it has most unfortunately suffered in great interior deterioration. The main structure of the building is very solid both in respect of its foundations, its walls and roofs, but its interior woodwork—floors, staircases, doors and windows—has fallen into a state of complete disrepair which is now considerably worse than when Mr. Champion submitted his original estimate to you in his despatch No. 104 dated 10th May, 1933*. When I realized that this progressive internal deterioration had taken place, I suggested to the Officer Commanding the Forces that this building and the land immediately surrounding it should be excluded from the area leased to the Air Ministry and returned to the Aden Settlement in accordance with clause 3 of the lease which provides for the surrender of all or any part of the land surplus to the requirements of the British Forces in Aden, together with any buildings or other premises erected on the land so declared surplus. This transfer has now been made, and the building is now in the charge of the Aden Settlement authorities, and there is no fear of further loss or dilapidation.

7. On the other hand, the annual recurring expenditure estimated by Mr. Ingrams for the first year at £1,410, although larger than the sum approved in this year's Estimates communicated to me in your despatch No. 36 dated 16th March, 1934, is less by £30 than the original estimate submitted to you by Mr. Champion, and Mr. Ingrams has every hope of reducing the amount after the experience of a year's working.

8. As you are aware the proposal to make provision for the education of sons and relations of Protectorate Chiefs is an old one. I believe it was first conceived by Captain G. Warneford, and Lieutenant-Colonel H. F. Jacob, C.I.E., the then First Assistant Resident, hoped to carry it out. Financial difficulties, the lack of an officer with the capacity and the time to organize and conduct a hostel, the dislocation caused by the Great War, and subsequent instability in the Protectorate combined to prevent the scheme from materializing. Now that an officer competent to initiate and supervize the satisfactory conduct of the scheme is both available and willing to undertake the work I consider that there should be no further delay in launching this long delayed scheme, which I believe will be one of the most beneficial steps that can be undertaken for the welfare of the Aden Protectorate. I therefore strongly recommend Mr. Ingrams's plan for your approval and request your sanction for the immediate extraordinary expenditure of £2,040 and for annual recurring expenditure of £1,410 from 1st April, 1935.

I have, &c.,

B. R. REILLY,

Resident, &c.

37970/34 [No. 12]. No. 109.

LIEUTENANT-COLONEL SIR BERNARD REILLY (RESIDENT)

to

MR. A. C. C. PARKINSON (COLONIAL OFFICE).

(Received 2nd October, 1934.)

MY DEAR PARKINSON, The Residency, Aden, 19th September, 1934.

I am writing in continuation of my letter of 25th July, 1934†, about the college for the sons of Chiefs. This mail takes a despatch‡ to you on the subject and I hope very much you will be able to get the scheme through for us.

2. It is very unfortunate that we have had to increase our estimates for the capital outlay: as I have explained in the despatch, the increase is chiefly due to the dilapidations that have occurred since the original estimate was passed. I may perhaps explain for your private ear that the damage was done while the building was in the hands of the Air Ministry staff; as soon as it was transferred to the Aden Settlement a watchman was put in, but I am afraid this was rather barring the stable after the horse had been stolen. To tell the truth, I do not know whether the material was used for legitimate purposes or just looted by Arabs or others and I would much rather not stir up any mud as our relations with the Royal Air Force are quite excellent. I really tell you this so that you may realize that the building has not simply rotted away but that its interior woodwork

* No. 110 in Middle East, No. 46. † 37970/34 [No. 8]: not printed. ‡ No. 108.

and fittings have been destroyed. The building itself is a magnificent structure and well worth saving on any count. If the material taken has been used for legitimate purposes on other work, there would of course be the point to make that the Treasury has had the benefit of it in other ways, but I am not in a position to make this point.

3. As regards the £915 extra required for extraordinary expenditure, it is perhaps worth pointing out that we have a saving of some £872 on pay of Political Officers, i.e., £250 for the overlap which was not required and four months' pay and allowances of two Political Officers, £622.

4. I enclose for your information an explanatory letter I have written to Rankine at Zanzibar regarding Ingrams' suggestion for getting teachers there. It is really almost vital that he should have at least one trained teacher, and if you can see your way to supporting my request I shall be most grateful. We have some idea of making a start in other quarters which are temporarily available but which would not be permanently suitable, as they are not nearly so good and are in the Crater within a few yards of the bazaar, from the influences of which we wish to remove the boys. A temporary use of these quarters would however accustom them to a corporate life and be a step towards housing them in the permanent building, which is well removed from the town. I tell you this to explain a reference in the letter to Zanzibar.

5. My Civil Works branch say they can get the work of the buildings required for the school done in about four months from date of commencement, so it will be a great help if you can get sanction fairly early so that we can be quite sure of starting in the new buildings at the beginning of April.

Yours, &c.,

B. R. REILLY.

Enclosure 1 in No. 109.

DEAR SIR RICHARD, The Residency, Aden, 17th September, 1934.

I hope you will forgive a stranger writing to enlist your aid for the latest recruit to the dependencies controlled by the Colonial Office.

2. I do so, however, as I am most anxious to secure your personal interest and assistance for a scheme which was conceived as far back as 1903 and which I have long wished to see started as one of the most beneficial that could be devised for the Arabs of the Aden Protectorate.

3. You are probably aware that the Settlement of Aden itself is now under the Government of India (though its transfer to the Colonial Office is under consideration) but that the Protectorate is already controlled by the Colonial Office and its expenses met by the Imperial Treasury. I have avoided the use of the word " administered," for it is here in fact that the difference between the Aden Protectorate and other Protectorates lies. We do not administer the Protectorate at all and interfere in its internal affairs no more than we can help. It consists of a number of tracts or states ruled (or often misruled) by sultans and other chiefs with whom we have treaty relations. The scheme for which I seek your sympathy and assistance is designed in the course of years to produce better rulers and consists in the establishment of a College—on very modest lines at first—for the education of the sons of Chiefs and members of the ruling classes.

4. I do not think I need elaborate on it further. The scheme is fully described in the accompanying report which has been prepared by Ingrams, whom I believe you know and who worked in Zanzibar for eight years before his transfer to Mauritius. I would in particular draw your attention to pages 27 *et sqq.* regarding the teaching staff and to the memorandum on the draft estimates proposed, page 121 *et sqq.*, paragraph 12, paragraph 16, and paragraph 22, where you will see that Ingrams has suggested application to Zanzibar to solve the difficulty of obtaining suitable staff. As Ingrams has indicated there are only three other possible sources of supply, namely, Aden itself, Palestine, and Egypt.

5. We ought, of course, if we could, to obtain our teachers locally, but Aden has not yet attained to a teachers' training school for supplying the staff of its few elementary schools, and for a venture such as this, there are definitely no suitable candidates available locally, though there is no reason why they should not, with time

and suitable facilities, be trained. I am strongly averse from applying to Egypt for assistance, for, apart from the fact that it is an expensive source of recruitment, I do not wish to run the risk of introducing Egyptian politics into the Protectorate; Palestine is also an expensive source of recruitment. We have recruited our Assistant Education Officer there in order to improve the local teaching of Arabic, but he is paid from Government of India funds, and I fear that if we were to apply for staff for this school from Palestine it would probably result in Treasury sanction to the scheme being withheld.

6. Zanzibar seems on all counts a happy issue out of our afflictions if you can help us by giving us one or two teachers and by training one or two of our local boys in your training school. I feel there is also a further advantage in that your Arabs are culturally nearer our own than would be Egyptians or Palestinians. I am afraid that if you are unable to come to our assistance we are likely to find it extremely difficult to get this scheme going satisfactorily, and it is for this reason I have ventured to seek your personal interest. As Ingrams has pointed out, we do not need highly-educated staff; what we want are one or two young men with teaching qualifications who are keen on their job, for the main function of the school is character training, and whether, for instance, they are Arabic scholars is a comparatively minor consideration compared with the necessity for their being able to lead the boys and share their life. They can at least be assured of an extremely interesting experience. As to the terms and conditions of appointment, I am not in a position to add anything to what Ingrams has said in the references I have quoted, and we must be entirely guided by you in this matter if you can help us. On the extent to which you can help us with teachers, i.e., one or two, depends also the question of our sending students to be trained in your Training College if you are prepared to accept them.

7. I should be most grateful if you would give this matter your consideration and let me know whether you can help and, if so, to what extent. If, as I sincerely hope, you can, perhaps you would also be so good as to give closer figures for purposes of the estimates and state the terms of service you think we ought to offer.

8. The proposal to set up this College has been approved in principle by the Colonial Office, but the scheme and the estimates annexed to it have yet to be passed by the Treasury. If we get over this fence, we hope to open the College in April next, but it may be that we shall be able to start organizing it in temporary quarters before then. Could you therefore please let me know the earliest at which they could be supplied if available? We will then consider a formal offer.

9. If you can take one or two students (depending on whether you can give us one or two masters) perhaps you could also tell me when they should arrive in Zanzibar?

10. I am sending a copy of this letter to Parkinson, so that the Colonial Office may be aware of the proceedings.

Yours, &c.,
B. R. REILLY

Sir Richard Rankine, K.C.M.G.,
British Resident,
Zanzibar.

37970/34 [No. 14]. No. 110.

THE COLONIAL OFFICE
to
THE TREASURY.

[*Answered by No. 111.*]

Downing Street, 15th November, 1934.

SIR,

I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch from the Resident at Aden* requesting approval for the establishment at Aden of a hostel for the sons of Protectorate chiefs and their near relations.

2. Proposals for the establishment of a hostel at Aden for the education of Protectorate pupils has already formed the subject of correspondence between this Department and the Treasury, and in this connexion attention is invited to paragraph 4 of this Department's letter of 24th November, 1933†, regarding the Aden Estimates

* No. 108. † No. 4.

for 1934–35. Their Lordships will recall that it was decided to postpone the consideration of a detailed scheme for the proposed hostel until the views of the new Education Officer at Aden, who was then about to be appointed by the Government of India, had been obtained. In the event, it transpired that the officer appointed to fill the post of Education Officer for the Aden Settlement did not possess the qualifications necessary for the supervision of the proposed hostel, and arrangements were made for Mr. Ingrams, the First Political Officer at Aden, to study the question with a view to formulating concrete proposals for improving the education of Protectorate pupils. Mr. Ingrams has now submitted his proposals in detail and a copy of his report* is enclosed for perusal and return.

3. Attention is particularly invited to the memorandum on the estimates of cost which appear as Appendix VIII to the report (pages 118–127). In the Estimates for 1934–35, the provision under Head II (*d*) for Presents and Entertainments was reduced from £7,780 to £6,730, and an amount equivalent to this reduction, namely, £1,050, was included for recurrent expenditure on a school hostel, or if such expenditure was not incurred during the current financial year, to continue the existing arrangements for the education of Protectorate pupils. A sum of £1,125 was also inserted under Head III for non-recurrent expenditure on the hostel on the understanding that their Lordships would be consulted further before any expenditure is incurred.

4. The scheme now recommended by the Resident will entail non-recurrent expenditure estimated at £2,040 instead of the £1,125 provided in the current estimates. The increase in the estimate is due to the dilapidations which have occurred in the building, which it is proposed to use, during the last sixteen months since the original estimate was framed. The Resident, however, has reported that there will be a saving in the current financial year of some £870 on the provision for Political Officers, from which the greater part of the increase could be met, leaving a small balance to be found from other savings.

5. The estimate of recurrent expenditure is £1,410, which is a slight decrease on the original estimate and in paragraph 6 of his Memorandum on the estimates, Mr. Ingrams suggests that it may be found possible to effect savings in subsequent years. In this connexion it is relevant to point out that the expenditure in 1932–33 and 1933–34 on educating Protectorate pupils, in what is, admittedly, an unsuitable manner, was £865 and £815 respectively (see page 121 of Mr. Ingrams' Report).

6. The Secretary of State is in agreement with the view expressed by the Resident in his despatch that a scheme substantially on the lines proposed by Mr. Ingrams should be initiated without further delay, and it is intended to take the first opportunity to obtain the comments of the Advisory Committee on Education in the Colonies on the details of Mr. Ingrams' scheme. Meanwhile, however, I am to request that their Lordships may be moved to sanction in principle the capital and recurrent expenditure contemplated by the Resident, on the understanding that the proposals are to be examined by the Advisory Committee and may be varied in detail.

7. Since it is desired, if the expenditure is approved, to commence work on the reconstruction of the school buildings early in December, I am to request the favour of an early reply to this letter.

I am, &c.,
H. R. COWELL.

37970/34 [No. 16]. No. 111.

THE TREASURY
to
THE COLONIAL OFFICE.

(S.38358.)

Treasury Chambers, 29th November, 1934.

SIR,

I have laid before the Lords Commissioners of His Majesty's Treasury, Mr. Cowell's letter of the 15th of November, 1934†, forwarding a copy of a despatch from the Resident at Aden requesting approval for the establishment at Aden of a hostel for the sons of Protectorate Chiefs and their near relations.

The object of the scheme is to provide a separate educational establishment for about 36 political pupils, instead of defraying the cost of their education at the ordinary schools in Aden, for which purpose about £850 per annum has been allocated in former

* Not printed. † No. 110.

years out of the item for "Presents and Entertainments" under the heading "Expenditure on Protectorate Chiefs" in the Aden Estimates. The annual cost of the scheme is now estimated at £1,410 per annum with non-recurrent expenditure of £2,040 as compared with estimates of £1,440 and £1,125 originally submitted in the despatch from the Acting Resident at Aden, forwarded with Colonial Office letter of 26th August, 1933*.

Their Lordships note that the provision for Presents and Entertainments in the Aden Estimates for 1934 was reduced from £7,780 to £6,730, the saving of £1,050 being allocated to recurrent expenditure on education, and that in the draft Estimates for 1935, forwarded under cover of Colonial Office letter of 22nd November, 1934†, the provision is further reduced to £6,250.

In reply, I am to request you to inform Secretary Sir Philip Cunliffe-Lister that provided the allocation for presents and entertainments can be maintained at an amount not exceeding this latter figure, Their Lordships approve the establishment, on the lines proposed, of a hostel for sons and relatives of Protectorate chiefs at an estimated annual cost of £1,410, subject to any minor variation of these proposals which may result from examinations by the Advisory Committee on Education in the Colonies, Protectorates and Mandated Territories.

Their Lordships also sanction the expenditure of a sum not exceeding £2,040 on non-recurrent expenditure on the scheme. My Lords note that there will be a saving in the current financial year of some £870 on the provision for Political Officers, from which the greater part of the increase over the original estimate can be met, leaving a small balance to be found from other savings.

Mr. Ingrams' report on the proposed education scheme is returned herewith.

I am, &c.,

J. A. BARLOW.

37970/34 [No. 17]. No. 112.

THE SECRETARY OF STATE to THE RESIDENT.

(Sent 12.35 p.m., 5th December, 1934.)

TELEGRAM.

No. 96. Your telegram of 28th November, No. 315‡. Expenditure approved in principle subject to examination of details by Advisory Committee on Education. I hope to telegraph decision shortly.

37970/34 [No. 19A.] No. 113.

MINUTES OF THE ADVISORY COMMITTEE ON EDUCATION IN THE COLONIES.

HELD IN COLONIAL OFFICE ON THURSDAY, 6TH DECEMBER, 1934.

Present:

DR. MCLEAN (*Chairman*).
MR. MANN.
MR. MAYHEW.
MR. VISCHER.
MR. BLAXTER (*Colonial Office Representative*).

Aden Protectorate Chiefs' College Scheme.

The scheme for the College was generally approved. It was agreed that there was no objection to sanction being given at once for repairs and adaptation of the proposed building. It was felt that the proposals relating to staff needed further consideration by the local authority.

The Secretary was instructed to draft and circulate a report on the scheme in the light of the discussion.

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* No. 112 in Middle East, No. 46.
† 37971/34 [No. 5]: not printed.
‡ 37970/34 [No. 15]: not printed.

Annexure to No. 113.

ADEN PROTECTORATE CHIEFS' COLLEGE SCHEME.

Report of Sub-Committee.

1. The scheme has evidently been prepared with great care and due attention to local conditions by an officer with a firm grasp of educational principles and considerable experience of tropical education. An institution effectively operating on the proposed lines would undoubtedly have a marked and beneficial effect on the development of the Protectorate. If (in our comments upon the report) we draw attention to certain dangers that have to be guarded against it is not because we think that such dangers have locally been overlooked, but because we think it most important that they should constantly be borne in mind. An experiment of the kind contemplated calls for the greatest caution since failure may necessitate postponement for an indefinite period of any further or fresh experiment on similar lines.

2. Effective operation of the scheme clearly depends mainly on the personnel and ability of the staff. The extent and nature of responsibility call for the whole-time services of a European principal with previous experience of such work. We appreciate the reasons that make this, for the present anyhow, impossible and we note that Mr. Ingrams will be able to devote a considerable portion of his time to supervision and control. It is no doubt realized that such control should be not only firm but continuous. If Mr. Ingrams' other duties call him away from the school's neighbourhood for any considerable period of time it will perhaps be possible for one of the other Political officers to be in charge of the school during his absence.

3. We take this opportunity of endorsing emphatically the hope expressed by Mr. Ingrams that officers of the station, both civil and military, will take a lively interest in the institution, and more particularly in the development of a vigorous and healthy school life outside the classroom.

4. We understand the reasons that have led to Zanzibar being considered as a possible source of recruitment for the two or three masters required for the school. We think it possible, however, that men of the right type may not be available from that source, and in any case we suggest that a reference should also be made to the Sudan Government. From what we know of the Gordon College, Khartoum, we think it probable that men with the required qualifications might be found among the ex-students of the training department of that College. The work of these masters is so important that the fullest possible enquiries should be made.

5. We are glad to learn that an "usher" with necessary qualifications is likely to be found locally. Until he is found it will be impossible for the school to function effectively. We are glad, also, to find that arrangements for close and effective medical supervision have been carefully planned.

6. Appreciating the reasons for avoiding the heavy expense of new buildings, we consider that the plans of the building which it is proposed to use are such as to yield, after repairs and adaptation, promise of reasonably suitable accommodation.

7. The transition from the pupils' home life to the normal routine and discipline of hostel life will be extremely difficult, and will be attended by very great risks if it is abrupt. We have no doubt that the need for caution and advance by easy stages is locally recognized. Experience elsewhere compels us to emphasize it here.

8. Similarly the establishment of the carefully planned and appropriate syllabus of studies will call for caution. At the outset, for example, it may be unwise to insist on all pupils participating in garden work, or indeed any kind of manual work, though we fully realize its importance in any educational scheme and its bearing on agricultural progress in the Protectorate. It may, however, be wiser to begin with out of classroom activities that are more congenial and "homelike" for the pupils at the start.

9. We appreciate and to some extent share Mr. Ingrams' doubts regarding the educational propriety of beginning English, as proposed by the Syllabus Committee, in the second school year. But if, as seems likely, the acquisition of English is regarded locally as a valuable asset, and if an early start is to be popular with the actual and potential patrons of the school, such factors deserve even more attention than purely educational considerations. In this, as in all questions relating to curriculum, elasticity and a quick response to local feeling are essential.

10. Finally, though we do not question the propriety of calling the institution a Chiefs' College, we think it probable that the admission of pupils from the Protectorate other than Chiefs' sons may in course of time be not only necessary but desirable. Such a widening of the school's scope would not be inconsistent with Arab feeling and traditions as we know them, and would be in accordance with the precedent of such institutions as Tabora, Tanganyika Territory and Bo College in Sierra Leone Protectorate.

37970/34 [No. 18]. No. 114.

THE SECRETARY OF STATE
to
THE RESIDENT.

(Sent 5 p.m., 7th December, 1934.)

TELEGRAM.

No. 97. My telegram No. 96 of 5th December*. College for sons of Chiefs. Committee have approved scheme generally, subject to comments on certain points which will follow by despatch. Reconstruction of buildings may be proceeded with, but no further action regarding recruitment of staff from Zanzibar should be taken at present as Committee have alternative proposals to make.

37970/34 [No. 22]. No. 115.

THE SECRETARY OF STATE
to
THE RESIDENT.

[*Answered by 78070/35 [No. 16].*]

(No. 5.)

SIR, Downing Street, 10th January, 1935.

I have the honour to refer to the correspondence ending with my telegram No. 97 of the 7th of December†, regarding the establishment at Aden of a school hostel for the sons of Protectorate Chiefs and their near relatives, and to inform you that the detailed scheme submitted with your despatch No. 249 of the 19th of September‡ has been examined by a Sub-Committee appointed by the Advisory Committee on Education in the Colonies.

2. I enclose with this despatch a copy of the Sub-Committee's Report§, containing their comments on the scheme. These comments should prove valuable to those responsible for establishing and running the hostel.

3. In my telegram of the 7th December† I requested that no further action should be taken regarding the recruitment of staff from Zanzibar, since the Sub-Committee had alternative proposals to make. In this connexion attention is invited to paragraph 4 of the Sub-Committee's Report which deals with this subject. It is the unanimous view of the Sub-Committee that teachers of the right type and with the desired qualifications are more likely to be found among the ex-students of the Training Department of the Gordon College at Khartoum than from Zanzibar, and they strongly recommend that this source of recruitment should be explored in the first instance.

4. In 1924, three Moslem teachers were recruited from the Gordon College at Khartoum for service in the Northern Provinces of Nigeria. This experiment has since been referred to as an unqualified success, and the following is a copy of an extract from a letter on the subject, which the Acting-Governor of Nigeria addressed in 1927 to the Governor-General of the Sudan:—

> "I am assured by the Lieutenant-Governor and by the Director of Education of the Northern Provinces, Nigeria, that the experiment has been entirely successful—so successful indeed as to render it very desirable to continue it by the further employment of the teachers or others replacing them. Negotiations to that end will be opened in due course.
>
> The work of these teachers will no doubt be the subject of a report by the Director of Education, Northern Provinces, Nigeria, to the Director of Education at Khartoum. I desire myself to emphasize that the conduct of the teachers has been most satisfactory, and that they have shown themselves possessed of character and good sense which has enabled them very readily to adapt themselves to the environment in the Native Administration of the Sheikh of Bornu.
>
> I am glad to take this opportunity of expressing to Your Excellency the real sense of obligation on the part of the Nigerian Administration to the Sudan Government for the co-operation which has made this experiment possible and for the care in the choice of personnel which has made it so successful."

A copy of the form of contract used in these cases is enclosed for your information||.

* No. 112. † No. 114. ‡ No. 108. § No. 113. || Not printed.

5. An examination of the terms offered to these three teachers suggests that there may be difficulties in the way of recruiting staff for the hostel at Aden from a similar source. For instance, paragraph 4 of the contract shows that the teachers received a salary at the rate of £12 10*s.* 0*d.* per month, and it may be found that suitable candidates are not forthcoming on the terms tentatively proposed for the Aden hostel, namely, £110 per annum for the Head Master and £90 per annum for the Second Master. Furthermore, in the same paragraph of the contract, the Nigerian Government are made responsible, in certain circumstances, for a portion of any pension or gratuity for which the engaged person may eventually be eligible. Acceptance of proportionate liability for pension or gratuity which in present circumstances would be a liability of His Majesty's Government may be difficult to arrange. A possible solution would be the payment of pension contributions to the Sudan Government.

6. Nevertheless, I consider that an attempt should be made to recruit the staff required for the hostel from the Gordon College at Khartoum, even at some increase of expense, and I shall be obliged, unless you see strong objection to such a course, if you will in the first instance approach the Sudan Government direct in the matter. If it is finally decided to procure teachers from the Sudan, it will probably be necessary at a later stage to approach the Sudan Government officially through the Foreign Office, but it is considered that time and correspondence will be saved if the preliminary enquiries are made direct from Aden. Any communication on the subject should be addressed to the Governor-General of the Sudan.

7. It is suggested that in the first place your communication to the Sudan Government should take the form of an enquiry as to the minimum terms on which teachers of a suitable type and with required qualifications could be supplied by the Gordon College Authorities, no mention being made of the salaries which have been suggested in the estimates prepared by Mr. Ingrams. You should also enquire whether, and if so on what terms, the Gordon College could accept students for training as suggested by Mr. Ingrams in his report on the proposed hostel. The matter will be considered afresh on receipt of the desired information from the Sudan Government, and in the light of any proposals which Sir Richard Rankine has been able to make in reply to your letter to him of the 17th September, 1934*.

8. As regards paragraph 9 of the estimates memorandum which forms Appendix VIII of Mr. Ingrams' proposals, the position is governed by Colonial Regulations Nos. 347 and 348. If you are satisfied that the equipment and stores can be obtained locally as advantageously as they can be ordered through the Crown Agents for the Colonies, there will be no objection to local purchase of this equipment, the total cost of which should not be large.

9. In conclusion, I have to request that you will convey to Mr. Ingrams an expression of my appreciation of the manner in which he has set out his proposals for improving the education of Protectorate pupils. I note with pleasure that Mr. Ingrams will be able to supervise the hostel, at any rate on its inception, and I have no doubt that his knowledge and enthusiasm will be an important factor in making the project a success.

I have, &c.,
P. CUNLIFFE-LISTER.

37970/34 [No. 23]. No. 116.

COLONIAL OFFICE
to
FOREIGN OFFICE.

[*Answered by 78070/35 [No. 13].*]

SIR, Downing Street, 11th January, 1935.

I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before Secretary Sir John Simon, a copy of a despatch† which is being addressed to the Resident at Aden regarding the establishment of a school hostel for the sons of Protectorate Chiefs and their near relatives.

2. It will be seen from this despatch that it is desired to ascertain whether suitable teachers for the hostel can be found from among the students of the Teaching Department of the Gordon College at Khartoum, and that the Resident has been authorized to communicate direct with the Governor-General of the Sudan on the subject.

* Enclosure in No. 109. † No. 115.

3. This course has been suggested to the Resident in order that the preliminary inquiries regarding the possibility of securing the desired staff from the Gordon College may be carried through as soon as possible. Recruitment of staff from the Gordon College may be found to be impracticable, but if it eventually appears feasible to proceed with the matter, Sir Philip Cunliffe-Lister will, of course, be ready, if Sir John Simon and the Sudan Government think it preferable, to make a formal request to the Sudan Government through the Foreign Office.

4. Direct communication between the Governments of Nigeria and the Sudan has taken place in similar circumstances in the past, and attention is invited in this connexion to the letter from this Department of the 27th August, 1923*, and to your letter of the 30th January, 1931†.

I am, &c.,
H. R. COWELL.

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7. MEDICAL TRAINING FOR SELECTED PUPILS. TRIBAL DISPENSARIES

37977/34 [No. 1]. No. 117.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 3rd December, 1934.)

(No. 304.)

SIR, The Residency, Aden, 21st November, 1934.

I have the honour to refer to my despatch No. 224 of 9th November, 1932‡ (paragraph 7), in connexion with the budget estimate for 1933-34, in which I mentioned a scheme of medical training of selected personnel from a few localities in the Protectorate which was then in progress.

2. This scheme is still progressing, and during the current year certain of the young men who have received training in the past have undergone a refresher course.

3. The training is carried out under arrangements made with the doctor in charge of the Keith Falconer Medical Mission at Sheikh Othman and after a course of training in elementary medicine, surgery and hygiene varying from 6 weeks to 2 months, the pupils are provided with an initial free supply of drugs, etc., and sent back to their homes to set up dispensaries and to treat patients.

4. The scheme, though showing signs of promise, has not yet, owing to lack of adequate supervision, met with the success which it deserves. But the increase in my Political Staff will now enable me to set it on a firmer footing and to organize and supervize it in such a way that there will be hope of more complete success in the future. There is no doubt that one of the crying needs of the Protectorate is some such system, whereby the people can receive elementary but trained medical aid in their own countries.

5. The cost of the scheme which up to now has amounted to about £180 annually has been borne by Political Services funds. The reorganization of the scheme is estimated to cost about £250 annually, but I can still meet the cost from Political Services funds by slightly cutting down presents to chiefs and others.

6. There is, however, one item in connexion with the reorganization of the scheme, for which I wish to request a grant entailing an extraordinary non-recurrent expenditure. This item is the provision of a hostel in Sheikh Othman to accommodate the pupils under training.

7. The present arrangement is that pupils under training are quartered in various parts of the town with the result that they are not under satisfactory control. The

* 37889/23: not printed. † X. 1074/31 [No. 1]: not printed. ‡ No. 5 in Middle East, No.46.

provision of a small hostel would eradicate this defect and would bring the pupils together under the supervision of a Political Officer in a place of residence where they will, it is hoped, discuss together the lessons they have been taught in the course of their training.

8. The cost of such a hostel is £75 which amount I have included in the M.E. Vote, sub-head, Aden, for 1935-36, under item III(iii) (extraordinary non-recurrent expenditure) and I hope that it will have the approval of His Majesty's Government.

I have, &c.,
B. R. REILLY,
Resident, &c.

37977/34 [No. 2]. No. 118.

COLONIAL OFFICE
to
TREASURY.

[*Answered by 78081/35 [No. 1].*]

SIR, Downing Street, 24th January, 1935.

I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch from the Resident at Aden*, regarding a proposed development in the scheme of providing medical training for selected personnel from the Aden Protectorate.

2. This scheme is already operating and funds up to the present have been found from the expenditure sanctioned for Political Services. The cost of the reorganized scheme can also be met from this source by a small reduction in presents to chiefs, etc. There is, however, one item for which additional expenditure is required, viz., the construction of a small hostel to accommodate the pupils under training.

3. The need for providing hostel accommodation for Protectorate pupils during the period of their residence in Aden has been emphasized in connexion with the school for the sons of Protectorate chiefs. The same position arises in this case also: at present the pupils are quartered in various parts of the town where they may fall under undesirable influences. The Resident, therefore, proposes that a small hostel should be provided where the pupils would be accommodated and brought under the supervision of a Political Officer.

4. A modest development in the provision of medical aid represents one of the elementary needs of the Protectorate, and the Secretary of State therefore, strongly supports the Resident's proposals and trusts that their Lordships will sanction the provision of £75 under Head III(iii) of the Aden Estimates, 1935-36, for the construction of this small hostel.

I am, &c.,
H. R. COWELL.

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8. STIPEND OF THE SULTAN OF SHEHR AND MUKALLA

37953/34 [No. 6]. No. 119.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 16th April, 1934.)

[*Answered by No. 126.*]

(No. 91.)

SIR, The Residency, Aden, 4th April, 1934.

I have the honour to refer to your despatch No. 1, dated 4th January, 1933†, in which you authorized the payment to His Highness the Sultan of Shehr and Mukalla of the arrears of his stipend for a period of three years only from 1st April, 1930, to 31st March, 1933. The Sultan has been informed of your decision, but he has not yet drawn the amount which you have sanctioned.

* No. 117. † C. 97903/32 [No. 7]: not printed.

2. In your despatch under reference you anticipated that difficulty might be experienced in resisting payment of the whole of the arrears which have accrued in the event of the Sultan invoking his Treaty obligations. This difficulty has now arisen, as the Sultan has addressed a letter to me on 27th February in which he asks for reconsideration of this question on the ground that he is entitled to the full arrears under the terms of his Treaty of 1882 with the British Government, in which there is no stipulation that he is bound to draw his stipend annually, or that he will be deprived of it if he fails to do so. He further represents that his stipend was allowed to fall into arrears because of its small annual amount, that his predecessor Sultan Ghaleb was permitted to draw arrears accumulated for a large number of years, and that neither his predecessor nor he himself was warned that arrears would in future be forfeited.

3. All the Chiefs of the Aden Protectorate, including His Highness the Sultan of Shehr and Mukalla, have now been told that their stipend must be drawn punctually or not at all, but I consider that there is a good deal of force in the Sultan's contention that a retrospective insistence of this condition in contradiction of a comparatively recent precedent and without previous intimation of its adoption is opposed to the spirit, if not to the letter, of his Treaty. The existence of the Aden Protectorate is based on mutual obligations established by treaties between His Majesty's Government and the local Chiefs, and a scrupulous observation of the conditions of these treaties is essential to the maintenance of our relationship with them. I feel very strongly that there should never be any doubt that obligations under the treaties will be fully honoured, and I consider that in a case of some uncertainty, such as the present one, it is better to accept rather than to repudiate a claim for which there appears to be a good though perhaps not a conclusive case. For this reason I venture to recommend a reconsideration of the orders conveyed to me in your despatch of 4th January, 1933, and the payment of the arrears of stipend due to the Sultan of Shehr and Mukalla in full from 1st October, 1917.

4. I base my request primarily on a point of principle, but I desire to add a plea for generous treatment in this case on account of the consistently loyal and helpful attitude of the Mukalla authorities in all matters in which their co-operation or assistance is desired by the Aden Residency. This has been notably evident in connexion with landing grounds and other facilities for the Royal Air Force in Mukalla territory and its neighbourhood. Mukalla is the most important place and the pivot of our policy in the eastern part of the Protectorate, but its Sultan nevertheless receives one of the smallest of the stipends paid to Protectorate Chiefs, and he is never given money presents such as are often bestowed upon others in the Protectorate. The amount of his stipend—Rs.60 a month—is, in fact, so low that it can be regarded as little more than a token of the mutual relationship between him and His Majesty's Government; and, as such, I consider that it ought not to be allowed to lapse, even temporarily, in a case such as the one which I now submit for your reconsideration.

I have, &c.,
B. R. REILLY,
Resident, &c.

37953/34 [No. 7]. No. 120.

COLONIAL OFFICE
to
TREASURY.

[*Answered by No. 125.*]

SIR, Downing Street, 3rd July, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to Sir R. V. Nind-Hopkins' letter No. S. 32316 of 17th December, 1932*, regarding the arrears of stipend claimed by the Sultan of Shehr and Mukalla and to transmit to you to be laid before the Lords Commissioners of the Treasury a copy of a despatch† from the Resident at Aden recommending the payment of the arrears due to the Sultan in full from 1st October, 1917. A copy of the Secretary of State's despatch of 4th January, 1933‡, to which reference is made in paragraph 1 of the Resident's despatch, is also enclosed,

* C. 97903/32 [No. 6]: not printed. † No. 119. ‡ C. 97903/32 [No. 7]: not printed.

and their Lordships' attention is invited to the Acting Resident's despatch No. 150 of 28th June, 1933*, a copy of which accompanied this Department's letter of 8th January, 1934†, regarding the Aden Estimates for 1934–35.

2. Sir Philip Cunliffe-Lister considers that there is much force in the arguments adduced by the Resident in support of his recommendation, and he urges that their Lordships may be moved to sanction the payment of arrears to the Sultan from 1st October, 1917, totalling £891 which would be met from savings on the Colonial and Middle Eastern Services Vote.

I am, etc.,
H. R. COWELL.

37953/34 [No. 11]. No. 121.

MR. W. R. FREETHY (TREASURY)
to
MR. K. W. BLAXTER (COLONIAL OFFICE).

[*Answered by No. 122.*]

(S. 32316.)

DEAR BLAXTER, Treasury Chambers, S.W.1, 10th July, 1934.

Will you please refer to Colonial Office letter of the 3rd instant‡ regarding the request of the Sultan of Shehr and Mukalla for arrears of stipend from 1st October, 1917.

I have not found in our papers a copy of the Treaty of 1882 with the Sultan, but although that Treaty did not stipulate that the stipend was to be drawn annually it seems to us quite unreasonable for the Sultan to ask for arrears covering a period of 15 years during which neither he nor his predecessor thought it worth while to draw the stipend because of its small amount. We do not know under what circumstances Sultan Ghaleb, the predecessor, was permitted to draw arrears accumulated " for a large number of years "; there may have been special reasons in that case. In any event, the arrears were for 6 years only—1904 to 1910 (enclosure to Colonial Office letter of 29th November, 1932§).

I think we could agree to payment of arrears from the 1st of April, 1927. The fact that the political control of Aden changed from the India Office to the Colonial Office on that date is a reason, which the Resident has already used in his letter of 28th June, 1933‖, to the Sultan, for not going further back. But apart from that fact it seems to us that 7 years' arrears would be a generous arrangement in the present case.

(Apparently you are confident that the arrears could be met from savings on the Colonial and Middle Eastern Services Vote. In this connexion you will no doubt bear in mind (*a*) the cost of the Yemeni internees at Aden and (*b*) the suggested machine-guns for Perim and Kameran. If, however, the machine-guns have not already been purchased, it may be possible to drop that proposal in view of the conclusion of peace terms between Ibn Saud and the Imam of the Yemen.)

Yours, &c.,
W. R. FREETHY.

37953/34 [No. 12]. No. 122.

MR. K. W. BLAXTER (COLONIAL OFFICE)
to
MR. W. R. FREETHY (TREASURY).

[*Answered by No. 123.*]

MY DEAR FREETHY, Downing Street, S.W.1, 17th August, 1934.

We have been giving further consideration to the question dealt with in your letter No. S. 32316 of 10th July¶, namely, the request made by the Sultan of Shehr and Mukalla for payment of the arrears of his stipend from 1st October, 1917.

We have felt all along some uneasiness about our attitude in this matter, and this uneasiness was reflected in our despatch No. 1 of 4th January, 1933**, to the Resident (a copy of which accompanied our letter of 3rd July‡) in which we intimated that some

* No. 109 in Middle East, No. 46. † 17953/33 [No. 11]: not printed. ‡ No. 120.
§ C. 97903/32 [No. 2]: not printed. ‖ Enclosure 3 in No. 109 in Middle East, No. 46.
¶ No. 121. ** C. 97903/32 [No. 7]: not printed.

difficulty might be experienced in resisting payment of the whole of the arrears in the event of the Sultan invoking his treaty rights. This is exactly what has happened, and on looking further into the matter we very much doubt whether we can resist the Sultan's claim without violating our obligations under the Treaty of 1882.

The relevant article of the Treaty in question reads as follows:—

> " So long as Abdulla bin Umar bin Awadth al-Kayti and his said brother, their heirs and successors, continue to fulfil the stipulations hereinbefore contained, the British Government shall pay to the said Abdulla bin Umar and his said brother, their heirs and successors, the annual sum of three hundred and sixty dollars, the first of such payments to be made on the first day of April next."

You will see that the Treaty definitely says that the British Government " shall pay ", and that it does not throw any obligation on the Sultan to draw the amount in a specified manner. In these circumstances it would be difficult to hold that the postponement of payment of the annual subsidy without protest from the Sultan is an excuse for repudiation of the debt. But even if we did not feel ourselves bound by the letter of the Treaty to pay arrears from 1917, we still think that we should do so as a matter of political expediency. As the Resident points out in paragraph 3 of his despatch of 4th April*, the existence of the Aden Protectorate is based on the mutual obligations established by our treaties with the local Chiefs, and it would, in our opinion, be a short-sighted policy to risk endangering our position in the Protectorate by an action which might be regarded by the Chiefs themselves as a violation of our obligations under those treaties.

We very much hope that in the light of the considerations advanced in this letter the Treasury will now be able to agree to the payment to the Sultan of the full amount of the arrears from 1917, viz., £891.

In the last paragraph of our letter of 3rd July we said that the sum of £891 required to pay off the whole arrears from 1917 would be met from savings on the Colonial and Middle Eastern Services Vote. We have gone into this point again and we can confirm that savings will be available for this purpose.

While we think that in this case we must abide by the letter of our Treaty and pay the Sultan all outstanding arrears, we propose, in order to prevent the recurrence of this state of affairs, to instruct the Resident to pay these stipends automatically each year without awaiting an application from the stipendiary chiefs. This would have the double advantage of carrying out what appears to be the letter of the Treaty of 1882 and of preventing any accumulation of arrears.

Yours, &c.,
K. W. BLAXTER.

37953/34 [No. 13]. No. 123.

MR. W. R. FREETHY (TREASURY)
to
MR. K. W. BLAXTER (COLONIAL OFFICE).

[Answered by No. 124.]

S. 32316.

MY DEAR BLAXTER, Treasury Chambers, S.W.1, 27th August, 1934.

I am sorry to trouble you further about the awkward case of the stipend of the Sultan of Shehr and Mukalla, but we do not feel at all happy about the proposal that he should be paid 16 years' arrears. (Your letter of the 17th instant†).

The Treaty of 1882 says " the British Government shall pay .....the annual sum of 360 dollars, the first of such payments to be made on the 1st day of April next ". The despatch of 26th October, 1932‡, from the Resident at Aden reported that " for reasons of his own the present Sultan ..... has not drawn his stipend since his assumption of the Chieftainship in June, 1922, nor was it drawn by his predecessor ..... from the 1st October, 1917, to the date of his death in June, 1922 ".

It appears, therefore, (1) that the stipend was payable annually, (2) that the present Sultan and his predecessor deliberately refrained from drawing it for about sixteen years. In the circumstances a claim for arrears seems to us most unreasonable.

* No. 119. † No. 122. ‡ C. 97903/32 [No. 1]: not printed.

You say in the last paragraph of your letter that you think we must abide by the letter of the Treaty and pay all outstanding arrears; have you taken legal advice as to the liability to pay arrears?

If it is clear that there is such a liability, is it also clear that the whole of the liability falls upon the British Government and none of it upon the Government of India?

The Acting Resident at Aden in his letter of 28th June, 1933*, to the Sultan said, " There is now, in any case, no question of your Highness recovering from His Majesty's Government the arrears of stipend accrued up to the 1st April, 1927, the date on which His Majesty's Government assumed responsibility for the Aden Protectorate for the Government of India ". Has that attitude been altogether abandoned?

As regards the future, we are glad to note from the Resident's despatch of 4th April, 1934† that all the Chiefs of the Aden Protectorate, including the Sultan of Shehr and Mukalla, have now been told that their stipend must be drawn punctually or not at all.

Yours, &c.,
W. R. FREETHY.

37953/34 [No. 15]. No. 124.

MR. K. W. BLAXTER (COLONIAL OFFICE)
to
MR. W. R. FREETHY (TREASURY).

DEAR FREETHY, Downing Street, S.W.1, 29th October, 1934.

We have now consulted our legal advisers on the question of the payment of the arrears of the stipend of the Sultan of Shehr and Mukalla, about which you wrote to me on 27th August‡ (S.32316), and are advised that, as the treaty provides for a personal payment to the Sultan or other person in possession of the territory in question, in consideration of his personal fulfilment of the obligations imposed on him by Articles 1 and 3 of the treaty, the Sultan could reasonably claim arrears of stipend which accrued during his own reign, but not arrears which his predecessor had waived or been unable to secure. There seems therefore clearly to be a legal obligation to pay arrears of the stipend from June, 1922, onwards.

With regard to the other points raised in your letter, we have now abandoned our previous attitude that we should only pay arrears from 1st April, 1927, as both we and the Resident think it is untenable in view of the further considerations advanced by Reilly in his despatch No. 91 of 4th April§. Under the arrangements with the Government of India the date of payment and not the period when the charge was due decides whether the liability is ours or the Government of India's. This being so it is for His Majesty's Government to pay the whole of the arrears, but under the normal contribution arrangements the Government of India will have to pay their 1/3rd share.

In these circumstances we hope that the Treasury will now sanction the payment of the arrears of stipend to the Sultan from 1922 to the present time. If this is sanctioned, the liability of His Majesty's Government from June, 1922, up to the end of the present calendar year would be, say, **£450**, and that of the Government of India, say, **£225**.

Yours, &c.,
K. W. BLAXTER.

37953/34 [No. 21]. No. 125.

TREASURY
to
COLONIAL OFFICE.

S. 32316.

SIR, Treasury Chambers, 7th November, 1934.

I have laid before the Lords Commissioners of His Majesty's Treasury Mr. Cowell's letter of 3rd July‖ and subsequent semi-official correspondence, relative to the payment of arrears of stipend claimed by the Sultan of Shehr and Mukalla.

In reply, I am to request you to inform Secretary Sir Philip Cunliffe-Lister that, having regard to the terms of the treaty under which this stipend is paid, My Lords

* Enclosure 3 in No. 109 in Middle East, No. 46. † No. 119. ‡ No. 123.
§ No. 119. ‖ No. 120.

are now prepared to agree to the payment of arrears accrued since the accession of the present Sultan in 1922, amounting to approximately £675. They note however that Sir Philip Cunliffe-Lister is advised that, as the treaty provides for a personal payment to the Sultan or other person in possession of the territory in question, in consideration of his personal fulfilment of the obligations imposed on him by Articles 1 and 3 of the treaty, the obligation of His Majesty's Government is not to be regarded as extending to arrears which his predecessor had waived or failed to secure, and in these circumstances They are unable to sanction payment of arrears prior to the present Sultan's accession.

My Lords note that savings are available on the Colonial and Middle Eastern Services Vote from which this payment can be met, and that one-third of the amount will be recovered from the Government of India under the usual arrangements.

I am, &c.,

R. V. NIND HOPKINS.

37953/34 [No. 22]. No. 126.

THE SECRETARY OF STATE

to

THE RESIDENT.

(No. 136.)

SIR, Downing Street, 23rd November, 1934.

I have the honour to refer to your despatch No. 91 of the 4th of April*, regarding the arrears of stipend claimed by the Sultan of Shehr and Mukalla, and to inform you that this matter has been further considered in consultation with the Lords Commissioners of the Treasury.

2. The legal position under the Treaty of 1882 has been examined, and I am advised that as the Treaty provides for a personal payment to the Sultan or other person in possession of the territory in question, in consideration of his personal fulfilment of the obligations imposed on him by Articles 1 and 3, the Sultan could reasonably claim arrears of stipend which accrued during his own reign; but not arrears which his predecessor had waived or been unable to secure.

3. In these circumstances the Lords Commissioners of the Treasury agree that the Sultan should be paid the arrears of stipend which have accrued since his accession in June, 1922, amounting to approximately £675, but they are unable to sanction payment of arrears prior to that date. I am accordingly to convey to you my sanction for the issue to the Sultan of the arrears of the stipend from the date of his assumption of Chieftainship in June, 1922.

4. In order to prevent any accumulation of arrears of stipends in future, I consider that all stipends should be paid automatically each year without awaiting applications from the stipendiary chiefs. By this method the strict obligations of Government to the Chiefs will be discharged and the accumulation of arrears will be prevented. Unless you see any objection I have to request that you will arrange for this procedure to be adopted in future.

I have, &c.,

P. CUNLIFFE-LISTER.

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* No. 119.

9. SLAVERY IN THE PROTECTORATE

38180/34 [No. 32]. No. 127.

MR. H. R. COWELL (COLONIAL OFFICE)

to

LIEUTENANT-COLONEL SIR BERNARD REILLY (RESIDENT).

[*Answered by No. 128.*]

MY DEAR REILLY, Downing Street, 23rd October, 1934.

On the 28th November, 1932, we sent you a circular despatch enclosing a report by a Committee of Experts appointed by the Council of the League to enquire into certain questions arising from the operation of the International Slavery Convention, 1926. The report contains suggestions as to the manner in which certain aspects of the question of slavery should be dealt with.

This Committee has now become a permanent League body, and it is probable that there will be a meeting of the Committee in the early part of next year (probably in February). A memorandum is in course of preparation in the Colonial Office containing observations on certain matters dealt with in the Committee's report, and this memorandum will be laid before the League Committee at its next meeting.

We have not received any comments from you in answer to the circular of the 28th November, 1932, and we are not, therefore, including anything regarding the Aden Protectorate in the memorandum. Sir George Maxwell, who is the British member of the Committee, is, however, as you know, very much interested in slavery in the Yemen and Southern Arabia generally, and we anticipate that questions may be asked by the Committee as to the position in the Aden Protectorate. In our secret despatch of the 14th of April last*, we sent you a copy of a memorandum by Sir George Maxwell regarding slavery in the Yemen and Southern Arabia.

In view of Sir George Maxwell's interest in the matter and the fact that the League Committee is to meet in the near future, I think it is desirable that we should have for use as and when required your comments upon the position in the Aden Protectorate in the light of the suggestions made in the report of the Committee of Experts enclosed in our circular despatch. Will you, therefore, be good enough to let us have as soon as you conveniently can a note or memorandum on the matter?

We appreciate, of course, that the position of the Aden Protectorate is different from that of the normal Dependencies of the Colonial Empire, seeing that we do not exercise any direct jurisdiction in the Protectorate. Whether any action is required must depend upon your views as to how far the present position may be regarded as satisfactory, but, in any case, I presume that we could only proceed by negotiating treaties or agreements of some kind with the various Chiefs. To what extent it may be necessary or possible to proceed in such a manner is a question upon which we should be glad of your advice.

Yours, &c.,

H. R. COWELL.

38180/34 [No. 33]. No. 128.

LIEUTENANT-COLONEL SIR BERNARD REILLY (RESIDENT)

to

MR. H. R. COWELL (COLONIAL OFFICE).

(Received 11th December, 1934.)

MY DEAR COWELL, The Residency, Aden, 28th November, 1934.

Will you please refer to your demi-official letter dated the 23rd October, 1934†, regarding slave trade in the Aden Protectorate.

2. The position of the Aden Protectorate in regard to slave trade is as explained by Major Barrett in his despatch No. 85 of the 25th of June, 1924‡, to His Majesty's Government and by General Stewart in his letter dated the 20th of February, 1926, to the Government of India, a copy of which is enclosed for your information.

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* 38180/34 [No. 19]: not printed. † No. 127. ‡ C. 31949/24: not printed.

3. We have treaties for the suppression of slave trade with the following Protectorate Chiefs:—

Lower 'Aulaqi Sultan (page 106 of Aitchison's Treaties, Vol. XI, 1933).

Naqībs of Mukalla and Shihr (page 160 of Aitchison's Treaties, Vol. XI, 1933).

These were made from sixty to eighty years ago and are now virtually dead letters. As we do not exercise administrative control over the Protectorate it is impossible to enforce them strictly.

4. In these circumstances, and as there is no reason to suppose that there is any importation of slaves into the Aden Protectorate on any except a very small scale, such as, in the absence of direct control, it is impossible to prevent, I do not advocate the conclusion of new treaties for the suppression of slave trade with the Protectorate Chiefs.

Yours, &c.,

B. R. REILLY.

Enclosure in No. 128.

MAJOR-GENERAL J. H. K. STEWART (POLITICAL RESIDENT, ADEN)

to

THE SECRETARY TO GOVERNMENT OF INDIA (POLITICAL DEPARTMENT, BOMBAY).

The Residency, Aden, 20th February, 1926.

Subject:—Draft Convention concerning the Slave Trade.

(Confidential.)

SIR,

With reference to Government Resolution, No. 4003-B, dated the 30th January, 1926, I have the honour to submit the following remarks on the points mentioned in paragraph 5 of the Government of India letter dated the 22nd January, 1926:—

(i) British territory under the administration of the Political Resident, Aden, comprises an area of about 75 square miles in and around Aden and the island of Perim which is 5 square miles in extent. There is no slave trade, slavery or compulsory or forced labour in this area.

His Majesty's Government have entered into Protectorate treaties with certain Arab tribes in a tract of country called the Aden Protectorate commencing from Ras Turba and extending in a north-easterly direction to the desert, and in the south along the coast to the frontier of Muskat territory.

In former times slaves used to be imported into the Aden Protectorate from Abyssinia and other parts of Africa, but there is no reason to believe that a regular traffic in slaves now exists in this area. No cases of importation of slaves in recent years into this area have come to notice. But slavery of a domestic kind does exist, especially in the wealthier households in the territories of the Sultans of Lahej and of Shihr and Mukalla. Children born in slavery are brought up as slaves. They do domestic and agricultural work for their masters; they are well treated and in most cases they are happy and contented.

(ii) It would not be possible to interfere actively for the suppression of this form of slavery. It is an institution sanctioned by law and usage of the country, and interference would probably be resented by the slaves themselves. If slaves of this kind were not happy in their condition, it would be easy for them to escape into British territory proper where they would be automatically free and run no danger of being handed back to their masters. His Majesty's Secretary of State for the Colonies has stated in his despatch No. 66 dated the 3rd July, 1922*, that beyond taking all possible steps to stop the slave trade, it would be inadvisable and impracticable to attempt to interfere with the customs of the country.

(iii) To the best of my knowledge no forced labour exists in the Aden Protectorate and therefore no case for restrictions arises.

* 30431/22: not printed.

(iv) The Aden Protectorate should be excluded from the operation of the Convention so far as domestic slavery is concerned—and even of forced service if any should come to notice in the future. We have no administrative machinery nor even any local agency to interfere in the internal affairs of the tribes. Our relations with them stand on quite a different footing from those subsisting between the Government of India and the Native States in India.

I have, &c.,

J. H. K. STEWART, Major-General,

Political Resident, Aden.

38180/34 [No. 40]. No. 129.

MR. H. R. COWELL (COLONIAL OFFICE)

to

LIEUTENANT-COLONEL SIR BERNARD REILLY (RESIDENT).

MY DEAR REILLY, Downing Street, 7th February, 1935.

Will you please refer to your letter of the 28th of November, 1934*, regarding slavery in the Aden Protectorate.

Sir George Maxwell who, as I mentioned in my letter of the 23rd of October† is now the British Member of the League Committee of Experts on Slavery, has produced a further draft memorandum in which he sets forth the position regarding slavery in Arabia, including those parts which are under the influence of His Majesty's Government. In so far as the Aden Protectorate is concerned, the information in his draft is drawn from a memorandum on the subject which was submitted by His Majesty's Government to the League of Nations in 1924. This memorandum was based on Major Barrett's despatch No. 85 of the 25th of June, 1924‡.

We gather from your letter of the 28th November that no change of any importance has taken place in the situation regarding slavery since 1924, but there are two points which arise out of Sir George Maxwell's draft memorandum on which we would like your comments.

In the memorandum sent to the League in 1924 the substance of paragraph 4 of Major Barrett's despatch was paraphrased as follows:—

> " As regards the territories of the Sultan of Lahej—whilst all possible steps are being taken to stop the slave trade—it would be inadvisable and impracticable to attempt to interfere with the customs of the country."

Sir George Maxwell states that this passage is evidence that the slave trade *did* exist in Lahej at that time and he goes on to observe that " there has been no further report on the subject from the British Government ". Can you confirm that there is now no slave trade in Lahej, or, alternatively, furnish us with particulars of the present position in this respect?

In his draft memorandum Sir George Maxwell refers to the report in paragraph 3 of Major Barrett's despatch, and repeated in the memorandum submitted to the League, that the Sultan of Shehr and Mukalla desired to liberate his slaves as soon as he was in a position to deal with the disturbances which he anticipated as the result of his action. Will you kindly let us know whether the Sultan has, in fact, been able to take any steps in this direction and if not, whether the " desire " is still present?

Our latest information is that Sir George Maxwell will not present his memorandum to the League Committee, at any rate at its next meeting. We should, however, be glad to have your reply as soon as possible on the two points which I have mentioned. The meeting of the League Committee has been postponed, and we may want to give them some information about the position in the Aden Protectorate.

Yours, &c.,

H. R. COWELL.

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* No. 128. † No. 127. ‡ C. 31949/24: not printed.

C. THE YEMEN

1. TREATY NEGOTIATIONS WITH THE YEMEN

17957/33 [No. 250]. No. 130.

THE SECRETARY OF STATE

to

THE ACTING RESIDENT.

(Sent 9.30 p.m., 3rd January, 1934.)

TELEGRAM.

No. 4. Your telegram No. 84 of 30th December.* Following for Reilly:—

Begins:—You may accept phrase "southern frontier of Yemen" in Article 3.

As regards insertion of word "merchant" in definition of vessels in Article 5 (3) (*c*), Imam accepted word "ships" only in Treaty with Netherlands (see my confidential despatch of 16th August, 1933†). Also term "vessels" only is that universally adopted in treaties of friendship made by His Majesty's Government with foreign Powers. You should bring these points to notice of Imam and endeavour to persuade him to withdraw his proposal. If however Imam will not give way, you may agree.

37957/34 S. [No. 5]. No. 131.

THE ACTING RESIDENT

to

THE SECRETARY OF STATE.

(Received 3.45 p.m., 13th January, 1934.)

TELEGRAM.

13th January. No. 91. Following from Colonel Reilly.

Begins:—Under your instructions I have several times expressed the hope that the Imam will reach peaceful settlement with Ibn Saud, and the Foreign Minister Ragheb Bey stated yesterday that telegraphic negotiations between them are progressing. He did not give details but I hear from separate source that it is proposed that the Imam should evacuate Nejran where Yemen troops have lately suffered defeats by Beni Yam on the understanding that it will remain neutral territory, and that Ibn Saud should evacuate Beni Malek on similar condition, final definition of the whole frontier being left for future decision as in proposed Anglo-Yemen Treaty. Position of the Anglo-Yemen negotiations is not as satisfactory as it was. Treaty terms have been agreed and the Imam has repeated his willingness to fulfil the conditions of the admonitory document, but he is questioning correctness of line to which British ultimatum of October last compelled him to retire in Western Subeihi area, alleging incorrectly that it differs from the old Anglo-Turkish boundary. He also disputes the justice of our inclusion of Masabis in district covered by our Treaty with Behhan. I am insisting on maintenance of present position along the whole frontier with the exceptions of Audhali country and Sanah area.—*Ends.*

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* No. 169 in Middle East, No. 46.

† No. 18122/33 [No. 2]: not printed.

37957/34 S. [No. 10]. No. 132.

THE ACTING RESIDENT

to

THE SECRETARY OF STATE.

(Received 6.6 p.m., 16th January, 1934.)

TELEGRAM.

[*Answered by No. 133.*]

16th January. My telegram No. 4. 12th January. Imam has now agreed to fulfil conditions of admonitory document without delay. He states that he will commence evacuation of Audhali territory and Sanah area on 18th January and will release prisoners and hostages and remove trade embargo on the same day. I am asking Acting Resident at Aden to inform me of progress of fulfilment of Imam's promise and to send Political Officer to Audhali country to prevent friction during Yemeni withdrawal and Audhali reoccupation. If all goes smoothly I hope to sign treaty within a week. Do you consider it possible to suggest that His Majesty the King send a short personal message to the Imam as King of Yemen immediately after signature? I feel sure that nothing could now be more gratifying to the Imam or more likely to remove feeling of loss of prestige involved in the evacuation of territory and to strengthen present friendly relations. Imam and his Ministers have throughout shown the greatest hospitality and courtesy to the Mission. *Message ends.*

Foregoing message received from Sanaa 15th January.

37957/34 S. [No. 18]. No. 133.

THE SECRETARY OF STATE

to

THE ACTING RESIDENT.

(Sent 3.45 p.m., 22nd January, 1934.)

TELEGRAM.

[*Answered by No. 134.*]

No. 5. Your telegram of 16th January*. Following for Reilly.

Begins:—I was very glad to receive your message reporting on position reached in regard to treaty and to know of success which has attended your negotiations, and I trust that you will be able as you anticipate actually to sign treaty in a day of two. As regards message from the King to the Imam if treaty is signed, I am afraid there is some difficulty. Apart from desirability of not multiplying such messages, it would be a new departure if your suggestion were acted upon. No such message was sent on occasion of treaty of Jedda with Ibn Saud in 1927, nor apparently in the case of other recent treaties in the Middle East. Hence it might be somewhat embarrassing precedent if message were sent on this occasion. Also fact that no message was sent on occasion of Jedda Treaty might make it invidious now to send one to the Imam especially in view of strained relations between Imam and Ibn Saud. Nevertheless, if, despite these objections, you desire strongly to press your suggestion, please let me know and I will endeavour to meet your wishes. *Ends.*

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* No. 132.

37957/34 S [No. 30]. No. 134.

THE ACTING RESIDENT
to
THE SECRETARY OF STATE.

(Received 2.55 p.m., 24th January, 1934.)

TELEGRAM.

No. 100. 24th January.

Message begins:—Your telegram of the 22nd January*. As a message from His Majesty to the Imam would be contrary to precedent I do not wish to press my suggestion. Signature of treaty is being delayed by slowness of evacuation of Audhali territory which Imam has been asked to expedite. *Ends.*

Above communication received to-day.

37957/34 S [No. 40]. No. 135.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 9 a.m., 6th February, 1934.)

TELEGRAM.

6th February. Colonel Reilly sends following dated 5th February. T/10.

Message begins:—My cypher telegram of the 24th January†. Position as follows. Imam has removed trade embargo, released Audhali hostages, and evacuated Sanah District and most Audhali country, but difficulty has arisen about a few border villages which are included in my claim but which Zeidis still occupy and which local governors have assured Imam are not really Audhali. This unexpected hitch is causing serious delay but I still hope Imam will complete evacuation as promised.

37957/34 S [No. 50]. No. 136.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 1.48 p.m., 11th February, 1934.)

TELEGRAM.

11th February. Reilly sends following:—

Evacuation of Audhali country has been completed, and all conditions of admonitory document having been fulfilled I have signed treaty this morning. Mission returning to Aden and will arrive there on 17th February.

37957/34 S [No. 56]. No. 137.

THE SECRETARY OF STATE
to
THE RESIDENT.

(Sent 7 p.m., 12th February, 1934.)

TELEGRAM.

No. 10. Following for Reilly.

Begins:—I have much pleasure in conveying to you the warm appreciation of His Majesty's Government on the very successful outcome of your mission to Sanaa. *Ends.*

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* No. 133. † No. 134.

37957/1/34 [No. 1]. No. 138.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 12th March, 1934.)

[*Answered by No. 141.*]

(Secret.) (No. 50.)

SIR, The Residency, Aden, 28th February, 1934.

I have the honour to submit my report on my Mission to the Imam of the Yemen.

I.—Preliminary.

2. The composition of the Mission was as follows:—

Lieutenant-Colonel B. R. Reilly, C.I.E., O.B.E. (His Majesty's Commissioner and Plenipotentiary).
Mr. R. S. Champion, O.B.E. (Political Secretary).
Lieutenant the Honourable R. A. B. Hamilton (Aide-de-Camp and Transport Officer).
Khulussi Effendi Khairi (Interpreter).
Mr. C. J. Vyas (Medical Officer).
Mr. Saleh Ja'far (Political Assistant).
Mulazim Al Khader Mohsin Aulaqi (Assistant Transport Officer).
Two wireless operators and two orderlies from the Aden Protectorate Levies.

3. The Misssion, with the exception of Mr. Champion, left Aden in H.M.S. *Hastings* on the 15th of December, 1933, and arrived at Hodeidah on the following day. Mr. Champion was detained at Aden by illness, but was able fortunately to leave a week later, travelling by air to Kamaran, and thence by road to Hodeidah and San'a. On landing at Hodeidah we were received by Seif al Islam 'Abdullah, a son of the Imam and Governor of Hodeidah, and we proceeded next day by cars to Ma'bar, travelling by the old Hodeidah-San'a route as far as 'Ubal and thence by the new motor road constructed by the Imam about a year ago. This road is a remarkable engineering achievement, and climbs the steep and imposing Yemen mountains to a height of 7,700 feet at Ras al Masna', from which point it descends into the central Yemen plateau and joins the San'a-Dhamar-Yerim road at Ma'bar.

4. We spent the night at Ma'bar, where we were hospitably entertained by the Amil, Qadhi Ahmed al Jirafi, and we reached San'a the following day (18th December) at about noon. We were accompanied on the whole journey from Hodeidah to San'a by Qadhi 'Ali al 'Amri, a brother of the Imam's Prime Minister.

5. On our arrival at San'a we were conducted through streets lined by troops to our residence, a large Turkish house called " Sanaia ", where we were welcomed by the Prime Minister, Qadhi 'Abdullah al 'Amri and the Foreign Minister, Qadhi Muhammad Ragheb Bey, a Turkish gentleman whom I had first met at Aden about thirteen years previously in circumstances mentioned in paragraph 6 of my despatch to you, No. 208, dated the 21st October, 1931*.

6. Next day, accompanied by Lieutenant Hamilton, I paid a formal call on the Imam, who gave us a very cordial reception. I presented my credentials, which the Imam rose to receive standing as a sign of respect to His Majesty the King, whose signature they bore. After some conversation the Imam stated that he intended to depute Qadhi Muhammad Ragheb Bey to conduct the negotiations with me, at the same time declaring that he relied on me to look after his interests as well as those of my own Government.

II.—The Treaty Terms.

7. The negotiations were commenced on the following day. As we were at the beginning of the month of Ramadhan, when San'a remains awake at night and sleeps in the mornings, it was arranged that our meetings should take place in the afternoons. They usually lasted about two hours. There were fifteen formal meetings, of which all were with the Imam's Secretary for Foreign Affairs, Qadhi Muhammad Ragheb Bey, with the exception of one, to which I shall refer later, with the Prime Minister, Qadhi 'Abdullah al 'Amri. Throughout the negotiations all points of importance were referred by Qadhi Muhammad Ragheb Bey to the Imam for instructions.

8. At the first meeting I recapitulated briefly the circumstances in which I had been entrusted with my mission and reminded the Qadhi of the conditions laid down in the " admonitory document ", the fulfilment of which by the Imam was essential to the conclusion of a treaty. I said that I hoped above all that my visit would have the

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* 264 in Middle East, No. 34.

effect of replacing the mutual suspicions which had so long existed by mutual confidence, and that my arrival in anticipation of the removal of trade restrictions was an indication of the confidence that I, on my part, was prepared to place in the Imam's promises. The Qadhi assured me that this confidence would be fully justified.

9. It was agreed that the treaty should be dealt with Article by Article. The Preamble and Articles II, IV, and VI presented no difficulty as their wording was already agreed. Our discussion therefore commenced with Article I.

10. The point at issue in this Article was the Imam's wish to insert the words " and his Government " after both " His Majesty the King of Great Britain, &c." and " His Majesty the King of the Yemen ", which His Majesty's Government were unwilling to accept for the reasons stated in the Memorandum sent to me with your secret despatch of the 20th of November, 1933*. I found that the Imam's strong desire for the addition of these words was based mainly on his impression that no treaty made by Great Britain is really binding unless it is approved by Parliament, and on a confusion in his mind between His Majesty's Ministers and the Parliament to which Ministers are responsible. Although his views were not expressed precisely in these words it was evident that he felt that, to make himself secure, he must insist on the treaty being binding on the Parliamentary Government of Great Britain as well as on its Sovereign, and the Qadhi instanced cases in which he believed that Parliament had reversed or altered British foreign policy. I explained that under the British Constitution the treaty making power is vested solely in the Crown; that it is open to Parliament to censure Ministers for giving bad advice to the Crown, but that Parliament cannot repudiate a treaty which the Crown has concluded. I also explained that the suggestion of a distinction in this respect between the King and his Government might produce difficulties with other States with which Great Britain had concluded treaties in the name of the King alone. The Qadhi eventually accepted my arguments, but it became clear that the Imam's doubt had still not been completely set at rest, and I therefore offered to send him, after the signature of the treaty, the Note which your Memorandum authorized me to address to him on this subject. This satisfied the Imam with regard to British constitutional practice, but not with regard to his own. As an elected and not an hereditary ruler he felt that the treaty must clearly cover his State as well as himself, and he desired an addition to the Note to make this clear, still pressing for a reference to his Government. This I declined, and the Qadhi then asked whether I could accept an addition of the words " and his Kingdom " after " His Majesty the King of the Yemen, the Imam ", which he said would content the Imam. This proposal did not appear to me to be open to the same objections as his original one, and the addition of these words did not, in my opinion, make any material difference to the meaning of the Article. I therefore decided to agree to their insertion.

11. In Article III the Imam wished to omit the words " of the territories of His Majesty the King of the Yemen " after " southern frontier ". I pointed out that " southern frontier " alone was too vague an expression, and the Qadhi admitted that it was so. He agreed to add the words " of the Yemen ", but said that the Imam objected to the fuller phrase desired by His Majesty's Government for reasons similar to those which he had adduced regarding his own position in connexion with Article I. He said that His Majesty's Government's wording suggested his personal possession of the country, and was inappropriate to an elected and not hereditary ruler and therefore might be prejudicial to him. His argument was not very convincing, but the words " southern frontier of the Yemen " had always appeared to me to be adequate, provided that it was clear from the context that the term " Yemen " was used in its political and not in its wider geographical sense. I had expressed this view in paragraph 2 (*a*) of my despatch No. 208, dated the 21st of October, 1931†, and the three references to the frontier in the second part of Article III strengthened my opinion that it was obvious that a political and not a geographical boundary was intended. In view however of the precise instructions contained in your Memorandum, I felt it necessary to ask by telegram for your approval. On receiving it I accepted the words " of the Yemen ". I was already authorized to agree to the second alteration desired by the Imam in Article III—namely, the omission of the words " by persons under their protection ", and with these amendments the Article was accepted by both sides.

12. Article V proved, rather surprisingly, to be the most contentious in the treaty. I was satisfied that the omission of the words " from the date of the coming into force of the present treaty " had no objectionable significance, and I therefore agreed to it in accordance with the instructions in your Memorandum, and also to the phrase " each of the High Contracting Parties " instead of " one High Contracting Party ". With regard to the Imam's insertion of " and judgments " after " local laws ", I found that

* No. 160 in Middle East, No. 46.

† No. 264 in Middle East, No. 34.

he really meant not judgments, but judicial and administrative orders and regulations in general. The word " decrees " appeared to be a comprehensive definition of what was intended, and it was agreed that it should be substituted for " judgments ", it being obvious that the subjects of either party must, when resident in the country of the other, submit to local administrative orders and regulations as well as to local laws and judicial orders.

13. Considerable discussion followed regarding the question of national, as distinct from most favoured nation, treatment. The question was complicated by the fact that Article V (1) refers only to subjects of each of the parties who wish to *trade* in the territories of the other. Most favoured nation treatment is appropriated in matters of trade, but the Qadhi urged that national treatment would not be so, inasmuch as no foreigner in the Yemen is at present allowed freedom in trade equal to that given to natives of the country. It is, for instance, well known that foreigners are not permitted to acquire immovable property, and the Yemen must make a good deal more progress before this restriction is likely to be removed. I said that I desired national treatment for British subjects as regards their position before the law, and not necessarily as regards trade. The Qadhi argued that this was already secured by the stipulation that they would be amenable to the local laws, which, he said, obviously implied that they would enjoy the protection of these laws, and would have the same legal rights as well as the same legal obligations as the local people. Attempts were made to recast the clause in order to make this point clearer, and also to distinguish between traders and residents or visitors; but I eventually came to the conclusion that it would be better to let the clause stand as it was. There appears to me to be force in the contention that legal equality is clearly implied, and I consider that the clause as accepted is satisfactory.

14. Clauses (2) and (3) of Article V gave a large amount of trouble. I discovered that this was due to the fact that undertakings similar to those in clause (2) have been included in treaties which the Imam has contracted or is negotiating with other European Powers; and as the clause gives most favoured nation treatment, he is extremely adverse to admitting in one treaty any words or explanations that do not appear in the others, fearing that to do so may expose him to demands for modifications by the other countries concerned. It is for this reason that he dislikes the addition of definitions in clause (3) and especially the definition of " vessels " which appeared to widen the meaning of vessels in clause (2), the context of which clearly in his opinion confined it to merchant vessels. He objected to the reference to passengers in clause (2) for the same reason, and also because he feared that undesirable non-British foreigners might obtain advantages from it by coming to the Yemen in British ships.

15. I said that I could not agree to the omission either of clause (3), or of the reference to passengers in clause (2), and I explained His Majesty's Government's point of view with regard to the latter. I also insisted on the phrase " in the ports of the territories of the other ", instead of the words " in the ports of the other " desired by the Imam in clause (2). The Qadhi, after further references to the Imam, gave way on these points, and clauses (2) and (3) were accepted. To meet the Qadhi's wishes I agreed to some alterations in their phrasing. The slight change in the wording of clause (2) makes no difference in its sense. In clause (3) (*b*) " persons under His Majesty's protection " has been changed to " the inhabitants of countries under His Majesty's protection " because the Imam apprehended that under the former phrase His Majesty's Government might take particular individuals in the Yemen under their protection, a proceeding which I assured the Qadhi was certainly not intended on our part.

In this clause the reference to companies also gave rise to much discussion, the Imam being very suspicious of the operations of foreign companies in his territory; but I insisted on its inclusion. The Qadhi on this occasion, as on some others, gave way on the point at issue, but asked for a slight change in the phraseology which did not alter the sense, and which I accepted. Clause (3) (*c*) contained the vexed question of the meaning of " vessels " in clause (2). On this point I was personally in agreement with the Qadhi that it appeared from the context of clause (2)—that is, from the mention of cargoes and passengers—that the vessels referred to were merchant ships. He argued that this was so clear that it had been unnecessary to stress the point in the Imam's treaties with other European Powers, but that the proposed definition in clause (3) (*c*) introduced an ambiguity which was absent from the other treaties in which no definitions were included. After a telegraphic reference to you I yielded this point, on which I myself was inclined to agree with the Qadhi's view, and the word " merchant " has been inserted before " vessels ".

16. Article VII raised the question of language. Neither the Imam himself nor any of his Ministers or officials has any knowledge of English, and from the outset I

have felt certain that the Imam would never consent (except possibly under force) to bind himself by a Treaty drawn up in a foreign language incomprehensible to himself and to his advisers. His cautious and very suspicious nature make it impossible for him to do so, and he is not in the least influenced by the argument that other Arab rulers have taken this risk. My proposal that the English and Arabic texts should have equal force was met by the objection that both could not be decisive if it ever appeared that there was a difference in their meanings. Under the authority of paragraph 12 of your secret despatch of the 14th April, 1932,* and of your telegram of the 14th December, 1933,† I eventually made the concession which I had throughout regarded as inevitable, and agreed that the Arabic text should prevail in case of doubt.

17. No reference was made on either side to the " Secret Appendix ", which the Imam had suggested in his letter dated the 20th June, 1933‡, and which he had already been told in writing was wholly unacceptable to His Majesty's Government. I do not think that he ever seriously supposed that this remarkable proposal had any chance of success. He has reconciled himself to the omission of any reference in the treaty to his claim to islands in the Red Sea, but Qadhi Muhammad Ragheb Bey raised the question of this claim in conversation. I followed the instructions on this subject contained in paragraph 5 of your despatch dated the 20th November, 1933§, and refused to discuss the merits of the case, but said that I should be willing, after the signature of the treaty, to receive and to report to His Majesty's Government any observations that the Imam might wish to make; but that I could give no indication of the attitude of His Majesty's Government in this matter. This procedure was accepted, and at my farewell visit to the Imam after the treaty had been signed he gave me a brief statement of his claim to the islands in a formal note, the receipt of which I acknowledged in writing but without comment.

18. These discussions with Qadhi Muhammad Ragheb Bey disposed of the terms of the treaty, all of which were finally agreed at our eleventh meeting on the 8th of January. The English and Arabic texts were compared with great care by Mr. Champion and Khulusi Effendi Khairi in consultation with Qadhi Muhammad Ragheb Bey and myself, and I am confident that all possibility of error has been eliminated.

III.—The Admonitory Document.

19. We had now reached the crucial stage of the negotiations, namely the Imam's compliance with the " admonitory document ". Qadhi Muhammad Ragheb Bey had assured me that there would be no difficulty about this, but there nevertheless was some delay caused by a controversy regarding the Subeihi and Beihan borders. Mr. Champion had on the 4th of January given the Qadhi detailed lists showing the names of the villages and sub-sections in the 'Audhali country and the villages in the Sanah area, the evacuation of which was required. He also gave him the names of the Beihani and 'Audhali prisoners and hostages who were to be released, and a map showing approximately the line which must be established as the *status quo* before the signature of the treaty.

20. The Qadhi raised no difficulties about the 'Audhali and Sanah evacuations, the release of prisoners and hostages and the removal of trade restrictions. But on the 9th of January he said that the Imam's advisers had represented that the effect of the British Ultimatum of October, 1933, had been to advance the Protectorate line in the western Subeihi area to include a number of districts which had never previously been in the British sphere. I was able to show the Qadhi on a map that these districts were on the British side of the old Anglo-Turkish boundary. I admitted that there had been several Yemeni tax-collecting incursions into them, but I said that the Aden Residency had protested whenever these had come to its knowledge, and that it had never admitted the right of the Yemenis to come south of the old Anglo-Turkish frontier in this area. The British demand made in October, 1933, was therefore not a new claim, but one from which His Majesty's Government had never at any time receded. The Qadhi replied that the Imam accepted the line of the Anglo-Turkish boundary on this part of the frontier, and he professed to be convinced by the evidence of the map which I had shown him.

21. The Qadhi then raised a question regarding the Yemeni–Beihan frontier. He argued that the Mas'abis have no connexion with Beihan and no treaty with His Majesty's Government, and that it is therefore wrong to include them in the Aden Protectorate. He maintained that the Mas'abis are on bad terms with the Sherif of Beihan and are naturally attached to the Qaifa tribe in the district of Rada' in the Yemen, and that

* No. 278 in Middle East, No. 34.
† No. 166 in Middle East, No. 46.
‡ Enclosure in No. 132 in Middle East, No. 46.
§ No. 160 in Middle East, No. 46.

the Imam's troops were wrongly excluded from their territory by British threats of air action in 1931. I replied that His Majesty's Government's treaty with the Sherif of Beihan accords protection to him and to his dependants, and that this expression has always been regarded as including the Mas'abis, most of whose villages are situated in the Beihan valley in such close proximity to the Sherif's villages that a division of control is impracticable. I denied that the Mas'abi Sheikh or the majority of his tribe are hostile to the Sherif (though I admitted that one of the minor Chiefs was opposed to him), and I insisted that in any case I was unable to reopen the question of the frontier in this area, and that the position established in 1931 must be maintained without change. I refused to accept a further suggestion that the Mas'abi country should be treated as neutral territory.

22. I hoped that my explanations had disposed of the Subeihi and Mas'abi questions, but at an interview two days later the Qadhi informed me that the Imam was still dissatisfied regarding them, that his advisers had convinced him that His Majesty's Government were making new and unjustifiable claims in the Subeihi country, and that he still pressed his views regarding the Mas'abi tribe. The Qadhi suggested that Mr. Champion and a representative of the Imam should go immediately to study the Subeihi boundary on the spot. I rejected this proposal, and said that I had given my definite assurance that His Majesty's Government were claiming nothing more than the old Anglo-Turkish line in the Subeihi country and that I expected my word to be believed. I also refused to discuss any modification of the Beihan boundary. I told the Qadhi that if the Imam persisted in raising these new issues all our work on the treaty would be frustrated; and I warned him that if my present mission failed, the negotiations would be at an end, and His Majesty's Government would have to turn to other means of settling outstanding questions. I said that every effort ought to be made to prevent such an alternative, and that His Majesty's Government were most sincerely desirous of a friendly agreement, but that the time had come for the Imam to decide whether he would honour his promise to fulfil the conditions of the admonitory document. I begged the Qadhi to convince the Imam of the seriousness of the situation in the event of further delay, and asked him to arrange an interview between the Imam and myself if he were unable to do so. The Qadhi asked me to leave the matter to him, and I agreed to await the result of his efforts.

23. During this period the Imam was holding nightly conferences with his civil and military advisers, and I believe that information and maps supplied to him by the Officer Commanding at Ta'iz at last convinced him that the British claim in the western Subeihi area was justified. He, however, made a final effort to obtain, or at least to neutralize, the Mas'abi country. With this object he sent his Prime Minister, Qadhi 'Abdullah al 'Amri, to see me on the 13th of January. This new envoy, an Arab belonging to a distinguished San'a family and a man of very agreeable presence and manners, asked me for a reconsideration of the Mas'abi question or for a reference to London on the subject, and he also suggested that the British demand for the evacuation of Sanah might be dropped. He appeared to me to realize from the outset that he had little or no prospect of succeeding in these requests, but (in accordance, no doubt, with his instructions), he pressed them on me for over an hour. I declined politely but steadily to entertain them in any form, and Qadhi 'Abdullah eventually accepted my refusal, and said that the conduct of the negotiations would now be resumed by Qadhi Muhammad Ragheb Bey.

24. The latter accordingly came to see me on the 15th of January, and informed me that the Imam had decided to comply with the terms of the admonitory document without further delay, and was issuing immediate orders for the evacuation of the 'Audhali country and the Sanah area, for the release of the prisoners and hostages, and for the removal of his embargo on overland trade with the Aden Protectorate. The territories to be surrendered were defined precisely by two lists—one of 64 villages in the Audhali country and the other of 8 villages in the Sanah area—which had been carefully prepared beforehand by Mr. Champion. The list of Audhali villages was necessarily based on evidence supplied by the Audhali Sultan, and it was therefore possible that it might err in favour of the Audhalis. I nevertheless decided to insist on it in its entirety, with the reservation that it might subsequently be corrected after closer enquiry on the spot which was impossible as long as the Zeidis remained in occupation. On the other hand the Audhali Sultan had been warned that no villages would be claimed other than those named in the list, and in my demands to the Imam I adhered to the principle of the whole list and nothing but the list. The Qadhi stated that the evacuations and other measures would commence on the 18th of January.

25. The embargo on overland trade between the Yemen and the Aden Protectorate was removed punctually on that date, and the Sanah district was evacuated immediately.

The Imam's orders for the release of prisoners and hostages and for the evacuation of the 'Audhali country were not obeyed with equal promptitude, and four weeks elapsed before the treaty could be signed.

26. This unfortunate delay was due mainly to the obstructive attitude of the Imam's 'Amil at Beidha whose duty it was to arrange the Yemeni withdrawal from the 'Audhali country, and to a controversy about certain villages named in the list of places to be liberated. The 'Amil of Beidha maintained that a number of these, and particularly those in the Shurjan and Am Hajariya districts, did not belong to the 'Audahli tribe, and his contention was supported at San'a by Seyyid 'Abdullah al Wazir, a former Governor of the Dhamar province which included Beidha and the Upper 'Audhali country.

27. Seyyid 'Abdullah had come to San'a to take charge of the Imam's mission to negotiate with Sa'udi representatives at Abha, and on 26th January Qadhi 'Abdullah al 'Amri brought him to call on me. He told me that he knew the country in question intimately and that there was no doubt that the Shurjan and Am Hajariya districts were not 'Audhali, and he argued that Qadhi Muhammad Ragheb Bey had agreed to their evacuation through ignorance of the locality. I declined at this stage of the negotiations to modify my demands for evacuation, which the Imam had already accepted; but I informed Qadhi 'Abdullah al 'Amri that I should be willing, on my return to Aden, to send an officer to the country in dispute to make a local investigation in collaboration with a Yemeni representative; and that, if it were found that any of the places evacuated were beyond the limits of the 'Audhali tribe, they would be restored. The Imam, to whom this conversation was reported, sent me an assurance that he intended to abide by his promises to withdraw from all the places named in the list which had been given to him, and said that he was willing to leave the question of the restoration of Shurjan and Am Hajariya to the result of my enquiries, in which he did not wish to participate.

28. The Mission was throughout in wireless communication with the Acting Resident at Aden, by whom I was informed of the progress of the Zeidi evacuation. Qadhi Muhammad Ragheb Bey was kept in touch with the course of events by a daily interchange of visits, usually paid by Mr. Champion on him. Captain B. W. Seager was sent from Aden to the 'Audhali country on 17th January to superintend the re-occupation of the surrendered territory by the 'Audhalis, and to ensure that it was effected without friction or conflict with the retiring Yemenis. The first villages on the high plateau which constitutes the upper 'Audhali country were handed over by the 'Amil of Beidha to Captain Seager on 27th January, and the evacuation of all the villages named in the list referred to in paragraph 24 was completed by 8th February. All the 'Audhali hostages had also been released and handed over to Captain Seager by this date. Some doubt continued as to whether the Beihan prisoners had also actually been released. They had been confined at Dhamar, from which place the direct road to their homes did not pass through Captain Seager's neighbourhood, and it was not until 10th February that I could satisfy myself of their liberation.

IV.—Conclusion of the Treaty.

29. All the conditions of the admonitory document having now been fulfilled I signed the treaty with Qadhi Muhammad Ragheb Bey on the morning of 11th February, and at the same time I handed to him the Note referred to in paragraph 10 of my report.

30. I and the other members of the Mission paid our farewell visit to the Imam on the same day. He received us with great cordiality, and both he and his Ministers were obviously greatly pleased by the happy issue of the negotiations. I read a short speech to His Majesty, a copy of which is attached to my report, and he gave me a telegram and a letter, both addressed to His Majesty the King. I despatched the former immediately, and I am forwarding the latter to you under cover of a separate despatch*.

31. The Mission left San'a on the afternoon of 12th February. A ceremony similar to that on our arrival was observed, and the Prime Minister, the Foreign Minister and other leading State officials came to our house to bid us farewell and to see us off. After a halt for a night at Ma'bar we reached Hodeidah on the evening of 13th February. We embarked on H.M.S. *Penzance* on the following morning, and I there received a telegram from His Majesty the King to the Imam, a translation of which was immediately telegraphed to San'a.

32. After calls at Kamaran and Perim we arrived at Aden on the morning of 17th February. I landed officially, and was greatly impressed by the enthusiastic welcome accorded to the Mission by the people of Aden, who are delighted by the removal of the restrictions on their overland trade and by the conclusion of a treaty of friendship with the Yemen.

* No. 139.

V.—Subsidiary Questions.

33. A number of subsidiary questions came under discussion or consideration during the negotiations. Of these the principal were the future of Rubei'atein, the interchange of British and Yemeni representatives, the Slave Trade, landing grounds in Yemeni territory, and Sa'udi-Yemeni relations.

34. The question of Rubei'atein was discussed in my despatch No. 253 dated 16th December, 1931*, and in your telegraphic reply dated the 16th [? 19th] of January, 1932†, you agreed that it should not be regarded as vital. I accordingly raised it but did not press it. In dealing with the boundary in his interview with Qadhi Muhammad Ragheb Bey on the 4th of January (to which I have referred in paragraph 19), Mr. Champion made it clear that His Majesty's Government reserve their right to claim Rubei'atein if they wish to do so when the frontier is finally agreed in accordance with the third Article of the treaty. It was, however, obvious that an immediate demand for this district, which has now been in Yemeni occupation for many years, could not be enforced without endangering the success of the negotiations. Rubei'atein has undoubtedly for long been a dependency of the Upper Yafa'i Sultans, but its people are not Yafa'is, and their destiny is therefore not a matter of interest to the Upper Yafa'i tribes as a whole, but only to one of their Chiefs, the titular Sultan, who desires the revenue which his predecessors drew from this district in former days. Last year the Sultan's father made a rash and unsuccessful raid into the country in direct disobedience of the instructions of the Aden Residency, and this unauthorized and embarassing action made me the less inclined to risk the success of my mission in the immediate prosecution of his claim. The Sultan's notorious inability to exercise effective control over his own tribe, or even over his own section of it, added to my reluctance to insist on the restoration of an extra-tribal dependency to his rule. In these circumstances I decided to content myself with Mr. Champion's reservation on this subject. Although the question of Beidha was not stressed in the same manner as that of Rubei'atein, I made it clear on more than one occasion that His Majesty's Government are not precluded by the terms of the present treaty from claiming it and all territory up to the old Anglo-Turkish line in the course of the final settlement.

35. In your secret despatch dated the 14th of April, 1932‡, I was instructed to urge the appointment of a permanent British representative at San'a after the conclusion of the treaty. The Imam raised objections to this proposal in a letter dated the 20th of June, 1933, a translation of which was sent to you in the Acting Resident's despatch No. 164 dated the 12th of July, 1933§. As the point was not further pressed, either to the Acting Resident or in your latest instructions to me, I concluded that His Majesty's Government do not attach any urgent importance to it. In my opinion, after further consideration, there are certain disadvantages which appear to me to outweigh the advantages of the proposal. These are:—

(1) A permanent representative at San'a would not have work enough to occupy his time.

(2) The appointment of a British representative would almost certainly be followed by a demand for the appointment of an Italian representative, and possibly by similar demands from other Governments. These foreign representatives would have little to do except to watch each other's supposed activities and to compete for influence with the Imam.

(3) The Imam, having been recognized as a King, would in all likelihood expect the representative to have the same status as the British representative accredited to his neighbour and rival, King Ibn Sa'ud, that is, the rank of a Minister, which I anticipate His Majesty's Government would not be prepared to accord to him. The Italian Government, on the other hand, might have no such objection, if they felt that the establishment of a Legation in the Yemen would strengthen their position in Arabia.

(4) The appointment of a British representative at San'a might be balanced by that of a Yemeni representative at Aden. My experience of the presence of an envoy from the Imam at Aden from 1921 to 1924 does not encourage me to welcome this prospect. He gained an influence and authority over the considerable Zeidi element in the population of Aden which was most undesirable, and his intrigues with Protectorate Chiefs led to his dismissal.

36. My speculations in this respect may be mistaken, but the contingencies that I have mentioned appear to me to be both possible and likely to be embarrassing. I was therefore neither surprised nor seriously disappointed when Qadhi Muhammad Ragheb Bey deprecated my proposal that a permanent British representative should

* No. 271 in Middle East, No. 34.
† No. 274 in Middle East, No. 34.
‡ No. 278 in Middle East, No. 34.
§ No. 134 in Middle East, No. 46.

be sent to San'a after the conclusion of the treaty. He based the Imam's objections mainly on the certainty that the Italian Government would immediately make a similar demand with which he would be most reluctant to comply, but which he would be unable to refuse. He suggested as an alternative that a British official representative should go to San'a from time to time as occasion demanded, and this solution appears to me to be both sensible and sufficient for the present. Qadhi Muhammad Regheb Bey realized that disputes and friction are bound to occur from time to time between local tribes on the frontier, and that undesirable incidents may result if these are not adjusted promptly by the two controlling Governments acting, if possible, in co-operation. For this purpose he proposed to recommend to the Imam the appointment of a special Frontier Officer whose duty it would be to visit the border districts and to ensure that causes of trouble were disposed of quickly and in amicable agreement with the British authorities. He asked me for my opinion of this plan, and I told him that it appeared to me to be an admirable one. I added that I should like to be able to employ an officer in a corresponding manner on our side of the frontier, and that I should submit this suggestion to my Government. I have stated my reasons against the appointment of a permanent representative at San'a. In my opinion it would be preferable to have an officer posted at Aden under the control of the Resident who would be available for despatch to the Protectorate frontier at any point at which there was a danger of local trouble which might endanger the harmony of Anglo-Yemeni relations, and who could be sent to San'a at any time that personal discussion with the Yemeni Government appeared to be desirable. This officer should be in addition to the two Political Officers appointed at Aden for work in the Aden Protectorate, whose duties (which I outlined in my despatch No. 266 dated 9th November, 1933*) would not leave them time for visits to the Yemen. I intend to address you on this subject in a separate despatch, in which I shall submit my proposal in more detail.

37. On the 4th of January I received telegraphic instructions from you to endeavour to obtain the insertion in the treaty of the Slave Trade clause contained in the treaty which Sir Gilbert Clayton endeavoured to negotiate with the Imam in 1926, or alternatively an interchange of Notes to the same effect. By this time the terms of the treaty were practically agreed, and I was reluctant to bring forward new demands at so late a stage. I therefore broached this request without pressing it very strongly, which seemed to me at this point to be the best way of securing the Imam's willing acceptance. Qadhi Muhammad Ragheb Bey denied that the Imam had definitely agreed to the clause in the Clayton draft: he said that it had at that time been reserved for further consideration when the main terms of the treaty had been agreed, and that the Imam would now prefer to give the assurance desired by His Majesty's Government in the form of an exchange of Notes. I consented to this proposal, and translations of my Note to the Imam and of his reply are attached to my report.

38. The Officer Commanding the British Forces at Aden had, before my departure, suggested the desirability of asking the Imam to allow a landing ground for aeroplanes to be made in his territory, preferably near San'a. I thought that the Imam would be more likely to agree to one at or near Hodeidah, and I made this suggestion. It was met by the usual plea that permission to the British to make a landing ground would necessitate a similar concession to the Italians, who were very anxious to secure one near Meidi or Salif (opposite Kamaran). Qadhi Muhammad Regheb Bey said that the Imam was strongly opposed to granting the Italian Government this permission, and he therefore begged me not to press this proposal at present. I did not pursue it further, judging it better to leave it for future discussion if His Majesty's Government wish to press it.

39. The tension between the Yemen and Sa'udi Arabia continued throughout the time that the Mission was at San'a, and under your instructions I took several opportunities of expressing the hope that direct hostilities would be avoided. I was assured that the Imam was most anxious to find a peaceful solution, and soon after Ramadhan a Yemeni mission under Seyyid 'Abdullah al Wazir was despatched to Abha to negotiate a settlement. In my opinion the Imam intended throughout to avoid war, but he was very suspicious of Ibn Sa'ud's intentions, and wished by a strong show of force, and by delay, to secure the best possible terms for himself. Defeats in Nejran at the hands of the Beni Yam prompted him to negotiate, and his knowledge of the attitude of the British and Italian Governments may have inclined him in the same direction. But Italian influence at San'a is greatly exaggerated, and British friendship is too new to carry much weight yet. The Imam is in any case too suspicious of all foreigners to trust much in their advice or to submit his general policy to their guidance.

* No. 60 in Middle East, No. 46.

40. I had anticipated that the Imam might raise the question of the importation of munitions into the Yemen from the United Kingdom, but he did not do so in any form, and I did not allude to it.

VI.—General Remarks.

41. It is of interest to note certain factors which have helped to make the work of my mission considerably easier than, for instance, that of Sir Gilbert Clayton in 1926.

42. In the first place the treaty which it has been my task to negotiate is much shorter than the draft with which Sir Gilbert had to deal. Several clauses have been dropped which were contentious, cumbersome, or of minor importance, and the number of articles has been reduced from sixteen to seven. Credit for this useful abridgment of the former rather unwieldy document is due to Sir Keith Stewart, Sir Stewart Symes, and to the Imam himself.

43. Secondly, agreement has been facilitated by the adoption of Sir Gilbert Clayton's proposed dilatory clause regarding the frontier, whereby its present position has been stabilized for the period of the treaty, and its final settlement has been postponed for future decision.

44. A third contribution to the solution of the problem has been the device of the " admonitory document ", which has secured the evacuation of territory, the release of prisoners and hostages, and the removal of trade restrictions without hurting the Imam's feelings by including these points in the text of the treaty. By this means the Imam's dislike of making any surrender on paper has been circumvented, and His Majesty's Government have obtained peacefully essential objects of their policy, and have at length honoured in full their obligations to the 'Audhali tribe and the Amir of Dhala'.

45. Fourthly, the Imam's very real desire to end his long standing quarrel with the British Government has been strengthened by the increasing tension of his relations with Ibn Sa'ud. He naturally did not wish to be caught between two fires, and the growing danger of war with his powerful northern neighbour made him more ready to adjust his differences with the British in the south. This motive is especially strong now that he and his Ministers are growing concerned about securing a peaceful succession to the Imamate. Some years ago the Imam secured the election of his eldest son Ahmed as his heir, but this innovation which aims at substituting hereditary succession for a purely elective rulership has still to stand the test of events when the Imam dies, and the Imam is the more anxious to bequeath a stable State recognized by leading Powers and in friendly relations with its neighbours.

46. A fifth cause which has influenced the Imam's policy—and probably the strongest of all—has been his appreciation of British air power. His troops were expelled by air action from the lower 'Audhali country in 1925 and from the Amirate of Dhala' in 1928. The latter operation involved places within his own territory as well as districts which he had seized in the Aden Protectorate, and the deep impression which it made upon him was proved by his immediate compliance with the demands of the Al 'Ain ultimatum in 1931 and of the Subeihi ultimatum in 1933. I was authorized to warn the Imam that a failure of my mission would probably result in a solution of the 'Audhali and Sanah questions by force. I wished, if possible, to avoid the use of this threat, and the whole of the treaty was negotiated without any need to hint at it. But after the treaty terms had been agreed the Imam's delay in ordering the fulfilment of the conditions of the admonitory document led me (as mentioned in paragraph 22 of my report) to speak seriously to Qadhi Muhammad Ragheb Bey of the dangers of a breakdown. Although it proved unnecessary for me to use language of this nature to the Imam himself there is no doubt that he realized the situation, and he was therefore anxious to accept the alternative which my mission offered of a friendly settlement with His Majesty's Government.

47. The Mission were greatly impressed by the evidences of the internal strength of the Government of the Yemen. The present Imam had already secured control of the Zeidi highlands while the country was still a Turkish province, but the withdrawal of the Turks at the end of the Great War left the lowlands and some of the mountain districts in a state of chaos. Out of this confusion the Imam has built up a highly centralized State and has established law and order among the unruly tribes. It was interesting to observe the contrast between the complete security in which heavily laden caravans now journey unarmed through the country by day and night with the risks which were formerly run by travellers in the Yemen, and which unfortunately are still run in parts of the Aden Protectorate.

48. In conclusion I wish to emphasize the extent to which the success of the mission has been due to loyal co-operation in their respective spheres of all its members. Mr. Champion's help was invaluable. He had an intimate knowledge of the subject, and his mastery of Arabic (both spoken and written), and also of French (in which language our conversations with Qadhi Muhammad Ragheb Bey were largely conducted) was of supreme value. I relied throughout on his sound judgment and his good advice, and I desire to commend his services strongly to your notice. Lieutenant the Honourable R. A. B. Hamilton of the Aden Protectorate Levies acted as Transport Officer and as my personal Aide-de-Camp. He was also in charge of the Aden Protectorate Levy signallers who worked our indispensable wireless set. His efficiency and unvarying equanimity and cheerfulness through all the vicissitudes of the negotiations were a great asset, and I was impressed on close acquaintance with him by his capacity and suitability for the political employment which he desires.

49. Khulussi Effendi Khairi, whose services were borrowed from the Government of Palestine as interpreter for the Mission, fully justified his selection. He is a capable interpreter, and he adapted himself easily to his surroundings in a country the people and conditions of which are in many ways in striking contrast to the part of the Arab world to which he is accustomed. His religion and his good manners and conduct made him an acceptable intermediary to the Imam and his Ministers. Mr. C. J. Vyas, who acted as Medical Officer to the Mission, is an Indian Subordinate Medical Service Officer whose services have for some time been lent to His Highness the Sultan of Lahej in connexion with dispensary work which has brought him into close contact with Arabs of various classes. He is a Hindu, but was quite happy in the strictly Moslem atmosphere of San'a. The health of the Mission was fortunately excellent, and in the absence of any serious demands by its members on his professional services, Mr. Vyas found scope for his energy and ability in the treatment of over a thousand local patients. He was also called into consultation with Italian, Dutch and Egyptian confrères on the health of the Imam, who has for some years suffered from a complaint of the kidneys, and who was obviously pleased with Mr. Vyas's quiet self-possession and efficiency. Mr. Saleh Ja'far, an Arab gentleman who is employed by the Aden Residency in a political capacity at Hodeidah, accompanied the Mission, and his knowledge of the country and personal acquaintance with the Imam's entourage, combined with his tact and discretion, were of great assistance. It will be recalled from my previous reports that Mr. Saleh Ja'far visited San'a twice about a year ago at the Imam's invitation and with my permission, and under my instructions he was then able to give to the Imam a verbal explanation of certain points—notably in connexion with the Red Sea islands—which helped materially in clearing the way for the visit of the Mission. The Officer and other ranks of the Aden Protectorate Levies who accompanied the Mission rendered valuable service, especially in maintaining regular wireless communication with Aden, but for which it would have been impossible to accomplish the work of the Mission without much greater delay.

50. I have referred in paragraph 28 to Captain B. W. Seager's work in connexion with the evacuation of the 'Audhali country and I wish to record my high opinion of the manner in which he carried out a task requiring careful judgment, patience and tact under conditions of considerable physical strain and discomfort among people and in a country quite new to him. He was ably assisted by Flight Lieutenant E. C. Lewis, Royal Air Force, who accompanied him on the plateau.

51. The Mission was greatly indebted throughout to the close co-operation of the authorities at Aden under the Acting Resident, Lieutenant-Colonel H. M. Wightwick and the Officer Commanding the Forces, Group Captain O. T. Boyd, O.B.E., M.C., A.F.C.

52. As I have stated, the Mission was conveyed from Aden to Hodeidah in H.M.S. *Hastings*, and from Hodeidah to Aden in H.M.S. *Penzance*, and their thanks are due to the Commander-in-Chief, Mediterranean, and to Captain S. C. Sandford, O.B.E., R.N., and Commander R. H. Bevan, R.N.

53. Finally, I wish to record the gratitude of the Mission to His Majesty the Imam and his Ministers for the generous hospitality and constant courtesy and attention which they showed in efforts to ensure our comfort and contentment during a visit which was for us both a great pleasure and a notable experience.

I have, &c.,

B. R. REILLY,

Resident, &c.

Annexure 1 to No. 138.

Treaty of Friendship and Mutual Co-operation.

Preamble.

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India on the one part, and His Majesty the King of the Yemen, the Imam on the other part, being desirous of entering into a treaty on a basis of friendship and co-operation for their mutual benefit, have resolved to conclude this Treaty and have appointed as their Plenipotentiaries;

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India:

For Great Britain and Northern Ireland,
Lieutenant-Colonel Bernard Rawdon Reilly, C.I.E., O.B.E.

For India,
Lieutenant-Colonel Bernard Rawdon Reilly, C.I.E., O.B.E.

His Majesty the King of the Yemen, the Imam:
The Qadhi Muhammad Ragheb bin Rafiq.

Who having communicated their full powers, found in good order and due form, have agreed as follows:—

Article I.

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India, acknowledges the complete and absolute independence of His Majesty the King of the Yemen, the Imam, and his Kingdom in all affairs of whatsoever kind.

Article II.

There shall always be peace and friendship between the High Contracting Parties, who undertake to maintain good relations with each other in every respect.

Article III.

The settlement of the question of the southern frontier of the Yemen is deferred pending the conclusion, in whatever way may be agreed upon by both High Contracting Parties in a spirit of friendship and complete concord, free from any dispute or difference, of the negotiations which shall take place between them before the expiry of the period of the present Treaty.

Pending the conclusion of the negotiations referred to in the preceding paragraph, the High Contracting Parties agree to maintain the situation existing in regard to the frontier on the date of the signature of this Treaty, and both High Contracting Parties undertake that they will prevent by all means at their disposal any violation by their forces of the above-mentioned frontier, and any interference by their subjects or from their side of that frontier with the affairs of the people inhabiting the other side of the said frontier.

Article IV.

After the coming into force of the present Treaty, the High Contracting Parties shall, by mutual agreement and concord, enter into such agreements as shall be necessary for the regulation of commercial and economic affairs, based on the principles of general international practice.

Article V.

(1) The subjects of each of the High Contracting Parties who wish to trade in the territories of the other shall be amenable to the local laws and decrees, and shall receive equal treatment to that enjoyed by the subjects of the most favoured Power.

(2) Similarly the vessels of each of the High Contracting Parties and their cargoes shall receive in the ports of the territories of the other treatment equal to that accorded to the vessels and their cargoes of the most favoured Power, and the passengers in such vessels shall be treated in the ports of the territories of the other Party in the same manner as those in the vessels of the most favoured Power therein.

(3) For the purposes of this Article in relation to His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India;

(*a*) the word " territories " shall be deemed to mean the United Kingdom of Great Britain and Northern Ireland, India and all His Majesty's Colonies, protectorates and all mandated territories in respect of which the mandate is exercised by His Majesty's Government in the United Kingdom;

(*b*) the word " subjects " shall be deemed to mean all subjects of His Majesty wherever domiciled, all the inhabitants of countries under His Majesty's protection, and similarly all companies incorporated in any of His Majesty's territories shall be deemed to be subjects of His Majesty;

(*c*) the word " vessels " shall be deemed to mean all merchant vessels registered in any part of the British Commonwealth of Nations.

Article VI.

This Treaty shall be the basis of all subsequent agreements that may be concluded between the High Contracting Parties now and in the future for the purposes of friendship and amity. The High Contracting Parties undertake not to assist nor to connive at any action directed against the friendship and concord now sincerely existing between them.

Article VII.

The present Treaty shall be ratified as soon as possible after signature and the instruments of ratification shall be exchanged at San'a. It shall come into force on the date of the exchange of ratifications and shall thereafter remain in force for a period of Forty years;

And in witness whereof the respective Plenipotentiaries have signed the present Treaty and have thereto affixed their seals.

This Treaty is done in two copies in the English and Arabic languages, and should doubt arise as to the interpretation of any of these Articles, both High Contracting Parties shall rely on the Arabic text. Done at San'a in the Yemen, this Eleventh day of February, 1934, A.D. (corresponding to the Twenty-sixth day of Shawwal, 1352, A.H.).

B. R. REILLY.
Seal.

Annexure 2 to No. 138.

THE PLENIPOTENTIARY POWERS OF QADHI MUHAMMAD RAGHEB BEY.

In the Name of God the Merciful and Compassionate.

Having received from His Illustrious Majesty King George, King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India, a Royal instrument containing the intimation to Us of the selection of His Excellency Colonel Bernard Rawdon Reilly, the honourable Resident of Aden as accredited Plenipotentiary representing His Majesty, to negotiate, conclude, sign and enter into a Treaty of Friendship and Amity between the Government of Great Britain and the Government of the Yemen and his deputation to Us for this honourable purpose, We have appointed on our behalf for the accomplishment of this desired purpose as our representative the trusty First Secretary to the Throne of our Mutawakkil Yemeni Government His Excellency Qadhi Muhammad Ragheb bin Rafiq (May God preserve him) and have selected him an accredited Plenipotentiary on our behalf.

We have directed him to hasten to meet with His Excellency the said Plenipotentiary, Colonel Reilly. We have instructed our Plenipotentiary that our chief object and profound desire are concentrated on the establishment of formal and cordial friendly relations with the Government of Great Britain.

We pray Almighty God to guide the two Plenipotentiaries in the successful laying of a foundation of friendship and concord, fit for the present and for the future, unchangeable in all respects, and ensuring good and sincere esteem. We have entrusted this honourable, Royal and Imamic instrument to the hands of the said Qadhi in the hope that he will take proper interest in executing our orders in a perfect method and manner.

God is the giver of guidance.

Dated the 3rd Ramadhan, 1352.
,, 30th December, 1934.

Annexure 3 to No. 138.

NOTE REGARDING CONSTITUTIONAL POINT ARISING IN COURSE OF NEGOTIATIONS.

YOUR MAJESTY, San'a, 11th February, 1934 (26 Shawwal, 1352, A.H.).

With reference to the question which arose in the course of the negotiations for the Treaty of Friendship and Mutual Co-operation which we have signed this day, I have the honour to inform Your Majesty that all treaties concluded by His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India, in respect of Great Britain and Northern Ireland and in respect of India are deemed to be binding in every respect upon His Majesty's Government in the United Kingdom of Great Britain and Northern Ireland and upon the Government of India also.

Respects.

B. R. REILLY,
His Britannic Majesty's Commissioner
and Plenipotentiary.

His Majesty the King of the Yemen,
the Imam Yahia bin Muhammad Hamid ud Din.

Annexure 4 to No. 138.

EXCHANGE OF NOTES IN REGARD TO THE SLAVE TRADE.

YOUR MAJESTY, San'a, 10th February, 1934 (25 Shawwal, 1352, A.H.).

I have the honour to refer to my conversations with Your Majesty's Plenipotentiary relating to the present common desire of all enlightened nations to co-operate in the suppression of the Slave Trade, and to enquire whether Your Majesty will enable me to convey to His Britannic Majesty's Government Your Majesty's assurance that you will by every possible means assist them in their endeavours to prevent the African Slave Trade by sea.

Respects.

B. R. REILLY,
His Britannic Majesty's Commissioner
and Plenipotentiary.

His Majesty the King of the Yemen,
the Imam Yahia bin Muhammad Hamid ud Din.

In the Name of God the Merciful and Compassionate.

San'a, 25th Shawwal, 1352, A.H. (10th February, 1934).

After tendering our sincere respects, in reply to your esteemed Note dated the 25th Shawwal, 1352 (corresponding to the 10th February, 1934) wherein you expressed a desire to have assurances from our Government as to the prohibition of the Slave Trade, we inform Your Excellency that we agree to the prohibition of the African Slave traffic and we will command all our 'Amils (Governors) to do their utmost to prevent it in all the Mutawakkili (Yemen) country and ports.

Respects.

His Excellency Colonel Reilly,
Resident at Aden.

Annexure 5 to No. 138.

EXCHANGE OF NOTES IN REGARD TO THE RED SEA ISLANDS.

In the Name of God the Merciful and Compassionate.

Dated 26th Shawwal, 1352, A.H. (11th February, 1934).

After tendering our sincerest respects and friendliest wishes, we most heartily pray Almighty God to cause the Treaty of Friendship, which you and our Plenipotentiary have to-day succeeded in completing and signing, to be conducive of prosperity and happiness to both Governments now and in the future. We beseech Him daily to perfect the friendly relations between the two Governments.

We therefore hasten to inform Your Excellency that the fact that there has been no discussion or reference, in the Treaty now concluded, in regard to the well-known Islands which were occupied during the Great War and which have not been restored and handed over to the Yemen which is their original mother, will not invalidate or detract from our fundamental and natural proprietory rights over these Islands nor prejudice our complete and absolute reservation and preservation of the said rights. Our clear and legal rights over them will continue firm for ever.

We particularly request you to do your utmost by submitting this our representation to your Great Government, and we ever hope that you will use your best endeavours in this matter.

We beg to confirm our sincere respects to Your Excellency.

His Excellency Colonel Reilly,
The accredited Plenipotentiary of the
Government of Great Britain.

YOUR MAJESTY, San'a, 11th February, 1934.

I have the honour to acknowledge the receipt of Your Majesty's esteemed letter dated the 26th Shawwal, 1352 (corresponding to the 11th February, 1934), which contains Your Majesty's statement in regard to the Islands. On my return to Aden I shall without delay send Your Majesty's statement to His Majesty's Government.

I take this opportunity to convey to Your Majesty the expression of my high esteem and regard and to repeat my deep satisfaction at the auspicious conclusion of the blessed Treaty which has been happily signed to-day.

Respects.

B. R. REILLY,
His Britannic Majesty's Commissioner
and Plenipotentiary.

His Majesty the King of the Yemen,
The Imam Yahia bin Muhammad Hamid ud Din.

Annexure 6 to No. 138.

LIEUTENANT-COLONEL REILLY'S FAREWELL SPEECH TO THE IMAM.

YOUR MAJESTY,

Your Majesty's representative, the Honourable Qadhi Muhammad Ragheb Bey and I have this morning signed a Treaty of Friendship and Mutual Co-operation between Your Majesty and His Majesty the King of Great Britain. This Treaty is not the first that has been made between the two countries, for one was concluded at Mocha between the British Government and one of Your Majesty's predecessors one hundred and thirteen years ago. But the Treaty that has been signed to-day is the first that has been made between the two States in recent times, and it marks a most important occasion in their relations with each other. By its means our mutual efforts have been crowned with success, and a firm basis has been established for friendship and co-operation in the future.

I hope that many material advantages may accrue to both countries from this pact, and above all I trust that it will be the means of constantly increasing the mutual goodwill, respect, and confidence without which our negotiations could not have reached this happy conclusion.

In the past our discussions have been conducted by correspondence at a distance, but on this occasion my companions and I have been fortunate in being able to come to Your Capital, and to have the honour of personally seeing Your Majesty, and the pleasure of meeting Your Majesty's principal Ministers. We have thus been able by direct discussion to remove all difficulties, and to understand better the high intentions which animate Your Majesty, and the good qualities of those who work for you.

We have now come to bid Your Majesty farewell and to express our most grateful thanks to You for Your generous hospitality to us while we have been Your guests. By Your Majesty's orders everything possible has been done for our comfort, and we shall leave San'a with a very vivid recollection of Your Majesty's great kindness and of the pleasure of our visit to the renowned and most beautiful city of San'a.

We take our leave of Your Majesty with the fervent hope that this day will prove to be a most auspicious one in Your reign, and with our sincere wishes for Your Majesty's welfare and for the increasing power and prosperity of Your Majesty's Kingdom.

May God prolong Your life, and continue to bless Your wisdom and good government with all success.

San'a,
11th February, 1934.

Annexure 7 to No. 138.

REPORT ON THE EVACUATION OF THE DHAHIR PLATEAU IN AUDHALI COUNTRY.

In virtue of instructions received from the Acting Resident on 16th January last I left by air for Zara in Audhali country on 17th January in order to control the evacuation by the Zeidis and the subsequent re-occupation by the Audhalis of the Dhahir plateau. I was accompanied by Flight Lieutenant E. C. Lewis, R.A.F., El Haj Ahmed Abdullah Oreji, the Audhali Agent in Aden and staff.

2. On arrival at Zara on the same day I was met by the Regent, Sultan Muhammad Gabil and other members of the ruling family which included the young Sultan Saleh and his father Sultan Hussein Gabil. I installed myself in the W/T hut in Zara which was the then capital of Audhali country.

3. In order (*a*) to restrict the length of this report, the subject matter of which in few respects gains by an intimate and detailed account of the period under review now that the evacuation is completed, and (*b*) to relate in their proper sequence the events which led to the evacuation of the plateau, I will, in diary form, summarize the position as it stood from day to day *after* I eventually reached the plateau on 27th January last following a ten days enforced stay in Zara pending the first stage of the Zeidi evacuation. Though the ten days in Zara were usefully employed in (1) taking stock of the position, (2) training the Regent to follow a line of policy laid down by me as political officer entrusted with the peaceful re-occupation of Audhali country, (3) communicating with the Amil of Beidha in such a way as to emphasize *inter alia* that I, the representative of the protecting power, was the responsible authority in directing the re-occupation, I will not, for the sake of brevity, dwell on this period at all. In actual fact I had a measure of success with regard to (2) as I wore the then excitable Regent down to a state of apathy assisted as I was not a little by the slow march of events and as regards (3) the forcing of myself on the Amil induced the latter to commence addressing any communications pertinent to the evacuation to me instead of to the Regent as he had done at the outset.

3(*a*). Briefly then the increasing malleability of the Regent and the tacit acknowledgment by the Amil of my role as sole authority in the matter of the evacuation strengthened my hand not inconsiderably and smoothed the way for my more difficult task on the plateau:—

27th January.—Received Amil of Beidha's reply to my letter of 24th January wherein I had asked him to let me know when he was ready to hand over the Dhahir plateau. As a result accompanied by Sultan Hussein Gabil I climbed up to the plateau and took over Husn Alam and El Ghol (which actually consists of 7 villages) from the Zeidi commander who also released seven of the reported seventeen Audhali hostages. Saw that feeling was running high between the opposing factions. Heard that certain of the Zeidi stores were being dumped in Am Madhan, an Audhali frontier village, instead of in Imamic territory.

28th January.—Evacuation of Kabeir (three miles from Husn Alam) continued. Notable shortage of camels for the evacuation of stores.

29th January.—Force of circumstances went to Beidha. Was met on arrival by Sheikh Hussein Arramah (ex-Fadhli agent in Aden who is said to have absconded some years ago with part of his employers' funds) and about 80 Zeidi troops. Soon saw that Arramah was the paramount authority in Beidha. A man of strong and virile personality and as undoubtedly crooked. He kept me from seeing Amil until 30th January while he plied me with questions regarding the evacuation. He informed me that a certain number of undoubtedly Audhali villages were really Zeidi. Amongst others he mentioned Um Buweib, Martaa and Am Ghol. Gathered that he was going to fight the evacuation tooth and nail as the loss of the plateau meant a big loss of revenue to him.

30th January.—Saw Amil (Arramah present at the interview) who said he had no instructions regarding the evacuation of the Shurjan and Um Hajriya districts though he shortly expected orders about them. He mentioned certain frontier villages (the same as those mentioned by Arramah plus Sakin El Wuheishi the question of the ownership of which I had raised) and said that if he received orders to vacate them he would query his instructions. It became abundantly clear to me in the course of the interview that Arramah had primed the Amil for the occasion.

Five more Audhali hostages released leaving five more said to be in Zeidi hands.

Returned to Audhali country and at Aryab (the present capital) took over 34 villages, according to the Zeidis. I compared the names of the villages taken over with the Residency list of villages and traced all except a few. Formed opinion that I could not fit all the names until I had taken over the remainder of the country when I should be in a position to report on the discrepancies.

31st January.—Regent received letter from Arramah above mentioned asking for a bribe in order to hasten the evacuation of the remaining Audhali villages. Tried to impound this letter but the Regent was genuinely too frightened to hand it over.

Received letter from the Amil saying that I could take over the Shurjan and Hajriya districts on the following day and asking whether I wanted the remaining hostages released in Beidha or sent on to me at Aryab. In reply asked him to send hostages to Aryab and told him that I would proceed to Um Hajriya on 1st February and take over.

1st February.—Took over the Shurjan and Hajriya districts (consisting of 36 villages according to the Zeidis) with Hussein Gabil. After again comparing the Zeidi list of village names with the Residency list found (*a*) that Am Buweib, Am Madhan, Dhimnat el Faqir, Martaa, Am Ghol, Am Habl and Jabinat am Baqiyah on the latter list were apparently not yet handed over and (*b*) that three villages, namely, Nimr and Milhak (said by the Audhalis to be inhabited by a section of the Ahl Dahbeli of the Ahl Ali Am Muhammad which figured in the Residency complementary list) and Um Leili (said by the Audhalis to be inhabited by a section of the Ahl Munassar of the Ahl Am Shuhur also in the complementary list) had been gratuitously handed over by the Zeidis. I elected to let sleeping dogs lie and made no overtures to the Zeidis about them.

The Regent further claimed that a village named Um Ser in the Wadi Dam Khashab (also said to be inhabited by a section of the Ahl Munassar of the Ahl Am Shuhur) reported to be a thousand yards from the Azzani boundary, though not in the Residency list of villages, was in Audhali country.

Wrote to the Amil of Beidha and asked him to hand over the seven villages named at (*a*) above which elicited a reply on 3rd February that they were not Audhali.

2nd February.—Remaining Audhali hostages who numbered four were sent to me at Aryab. The seventeenth had apparently died in captivity. The released hostages informed me that the Beihani hostages were in chains in Rada.

3rd February.—Sheikhs of Um Buweib and Am Madhan arrested by Zeidis and taken to Beidha. This news upset the Audhalis who became restive.

4th February.—Zeidi garrison increased in Am Madhan. More persons arrested in Am Madhan and Um Buweib and taken to Beidha. Audhalis became more troublesome and naughty. Got the impression that the Zeidi action was deliberately provocative and inspired by higher authority.

5th February.—Two villagers Am Ser. Taken and imprisoned in Beidha. Audhalis asked me whether I was not going to make any representations about them. Told them would await further events first.

6th February.—Received letter from Amil of Beidha saying he had vacated Martaa, Habl and Am Madhan; this left four villages apparently in dispute.

7th February.—Am Madhan prisoners released.

8th February.—Received letter from Amil of Beidha saying Um Buweib and Dhimnat el Faqir vacated; this now left two villages in suspense, namely, Am Ghol and Jabinat Am Baqiyah. Found out that there were no Zeidis in either of them.

Um Buweib prisoners released.

Reported to Aden that apparently all villages in Residency list were clear of Zeidis though Am Ghol and Jabinat Am Baqiyah had not been handed over in writing as had been the Amil's practice in regard to the other disputed villages. This left the question of the Beihani hostages in suspense. Had no information about them at all.

9th February.—Am Ser prisoners released.

10th February.—Amil of Beidha to whom I had written said he had no information about the Beihani hostages. The Kadi of Beihan el Qasab who was in Beidha also said he had no news about them.

11th February.—Informed by Colonel Reilly that he had definite assurances that the Beihani hostages had been released.

Treaty signed in San'a.

4. The above completes the summary of events in chronological order. I will now amplify and comment on two important issues.

A. Sheikh Hussein Arramah.—This gentleman to whom I have referred in my entries for 29th and 31st January is undoubtedly a mischievous and dangerous personality; and in my opinion is a potential menace to Audhali security in the future. He is a son-in-law of the Amil of Beidha (who is a charming and dignified old patriarch) and would appear to direct the Government of Beidha's policy. The loss of the Dhahir plateau is said to have cut off the main source of his income, particularly that part of it which was irregularly obtained. He and his father-in-law are said to have shared in the profits.

Arramah had apparently been in intimate correspondence for some time with the Regent who confessed to me on 2nd February that following the former's veiled request for money as a *douceur* to expedite evacuation, he had sent 1,200 riyals ten days previously. This sum was a bribe purely and simply. I pressed for a view of the correspondence but the Regent was, as stated higher up, genuinely too frightened to hand it over. He is both friendly and terrified of Ramah and in a way I can understand his fear as the latter can quite easily stir up border troubles.

I would suggest we press the Regent for the correspondence referred to in the hope that its subject matter might warrant us taking action against Arramah but this will of course be no easy matter. The Regent may never be prevailed upon to hand over the correspondence, while, even if he did, we can in no way guarantee that if we did represent the facts to San'a the Imam would take action of a nature likely to render Arramah innocuous. Here we run the risk of earning the latter's whole-hearted enmity which could manifest itself in continuous bickerings in Audhali country.

There is no doubt that Arramah's policy—whether it was his own or whether it was sponsored by higher authority—succeeded in its objective of slowing up the evacuation for at least eight days. The delay thus caused succeeded in producing a state of tension which for an extended period made me firmly believe would result in important clashes between Zeidis and Audhalis; and thus *ipso facto* seriously endanger the success of my mission. As Arramah would appear to have played a leading role in this disconcertingly long impasse he should be marked down as a man whose removal from the protectorate frontiers would be eminently desirable *if* it could be successfully accomplished.

B. The Audhali-Zeidi Boundary.—In my diary entry for 1st February, I mentioned *inter alia* that three villages which did not figure in the Residency list of villages appeared to have been handed over gratuitously and a fourth (Am Ser) likewise not on the Residency list was claimed by the Regent. Owing (*a*) to the nature of my work on the plateau which confined me well nigh exclusively to the duties of the maintenance of peace and harmony between the two factions and (*b*) to the peculiar position arising out of the apparent gift of three villages, I am not now able to make any useful recommendation regarding the ownership of these four villages. I would, however, urge (1) that the problem is studied at the earliest opportunity, and (2) that the question of demarcating the Audhali boundary is considered at some early date. The Regent is particularly anxious that his boundary is properly defined. He probably has visions of Arramah causing trouble and I do not doubt that his misgivings are well founded. The demarcation of the boundary would undoubtedly be rather a tiresome business but it is for consideration whether it would not prove a blessing in the long run.

Conclusion.—I am greatly indebted to Flight Lieutenant Lewis for his able assistance in Audhali country. At one period he was compelled to hold the fort when I was away and had the misfortune to find the Regent in a refractory mood and the Zeidi commander impatient—a troublesome combination. At times our work was necessarily nerve wrecking (*a*) owing to the existing conditions and (*b*) to the fact that constant vigilance only would minimize the chances of disorders. Abdullah Hassan, the Headquarters, British Forces, interpreter who joined up with the party later was of great use to me in the editing of letters to the Amil of Beidha and other personalities. El Haj Ahmed Oreji with all his innumerable faults was a very useful member of the party as his knowledge of past Audhali politics and present personalities was invaluable. His dramatic eloquence and forceful language made him a useful assistant, while as a buffer he excelled. I recommend we give him a monetary present of no mean value as he undoubtedly was responsible for a saving of official funds.

B. W. SEAGER.

19th February, 1934.

TRUCE BETWEEN SULTAN MUHAMMAD GABIL AND PARTY AND QASIM ABDULLAH AND PARTY.

After strong pressure on the Regent, I arranged a meeting at the foot of the Kor between the two factions on 22nd January which was followed up by Qasim and party being invited to Zara. A truce was signed on 24th January, a copy of which I sent to the Residency.

2. On the plateau I pressed hard to obtain a copy of the final deed of settlement; and chivvied the Regent to increase his grants to Qasim. This the Regent did very reluctantly indeed. On 10th February a deed was drawn up a copy of which I brought with me to Aden. Qasim is not satisfied but it is true that he is ambitious. The Regent being the top dog at the moment has probably imposed terms which he thinks will keep Qasim quiet. Outwardly they are very friendly. Qasim is financially embarrassed at the moment. I heard that he had been compelled to sell a number of his fields.

3. Before making further comment, I should like to know the opinion of competent persons regarding the terms of the agreement as I may be maligning the interested parties.

B. W. SEAGER.

19th February, 1934.

Annexure 8 to No. 138.

NOTE ON THE ANGLO-YEMENI BOUNDARY.

Article III of the Treaty stabilizes, pending a final decision, the actual frontier existing on the 11th of February, 1934, the date of the signature of the Treaty. This is as follows:—

From approximately Husn Murad to the Wadi Bana it is identical with the old demarcated Anglo-Turkish boundary as shown on official maps of the Aden Protectorate. From the demarcated point on the Wadi Bana, eastwards it follows tribal boundaries which have never been demarcated in detail on the ground, and which the inaccuracy of existing maps makes it impossible to define precisely on paper, but which are known to the tribes concerned. These are the northern and eastern boundary of the Upper Yafa' tribe, excluding Rubei'atein, the boundaries between the Upper Yafa', Lower Yafa' and Fadhli tribes and Beidha, the north-western and northern boundary of the 'Audhali tribe, the western boundary of the 'Aulaqi tribe, and the western and north-western boundary of Beihan, including the Mas'abi country. Beyond this point lies the Ruba' al Khali (the " Empty Quarter ") in which no boundary has been attempted.

37957/1/34 [No. 2]. No. 139.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 12th March, 1934.)

[*Answered by No. 147.*]

(Secret.) (No. 51.)

SIR, The Residency, Aden, 28th February, 1934.

I have the honour to refer to paragraph 30 of my despatch No. 50 of the 28th February, 1934*, my report on the Mission to San'a, and to enclose herewith an original letter from His Majesty the King of the Yemen, the Imam, to His Majesty the King, together with its translation.

2. In acknowledging the receipt of this letter on the 12th February, 1934, at San'a, I informed His Majesty the Imam that I would send it to you as soon as possible after my return to Aden, for presentation to His Majesty the King.

I have, &c.,

B. R. REILLY,

Resident, &c.

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* No. 138.

Enclosure in No. 139.

In the Name of God the Merciful and Compassionate.

To His Illustrious Majesty the King of Great Britain and Emperor of India, King George the Fifth.

We tender to His Illustrious Majesty and most great King our sincerest wishes and most heartfelt respects such as are befitting friendship and becoming to the highest Royal rank in accordance with cordial amity and concord; and we also assure Your Majesty that we have with pleasure and delight received your two eminent Royal letters from the hand of His Excellency the Resident at Aden, Colonel Reilly, the accredited Plenipotentiary deputed by Your Majesty to me.

We therefore feel rightly proud in submitting this our reply to Your Eminent Majesty, intimating that at this time the treaty concluded with sincere and friendly agreement between the Plenipotentiary appointed by us and the said Plenipotentiary appointed by Your Majesty has now been signed.

This agreement concluded with the Government of Great Britain, for which we have for long been continually seeking and wishing has caused great pleasure to us owing to the kind sentiments and noble interest displayed by Your Majesty.

We therefore hasten to tender our heartfelt and sincere thanks to Your Eminent Majesty for this agreement. We pray Almighty God to cause this agreement to reach such a stage as may tend daily to strengthen and consolidate it and to cause this firm friendship to continue for ever. We entertain a constant hope that Your Majesty will kindly direct your high attention to whatever representations we may submit to Your Majesty.

On this honourable occasion we tender to Your Royal and Excellent Majesty and to all the noble members of the Royal Family our sincerest respects and esteem. We wish for the health, success and happiness of Your Majesty, for the safety and prosperity of your great Empire and for the progress of your exalted Government and of the whole English nation under divine guidance.

Dated 26th Shawwal, 1352.
,, 11th February, 1934.

37957/1/34 [No. 3]. No. 140.

COLONIAL OFFICE

to

FOREIGN OFFICE.

[*Answered by No. 142.*]

SIR, Downing Street, 23rd March, 1934.

With reference to the letter from this Department of the 1st March*, regarding the treaty which has recently been concluded with the Imam of the Yemen, I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before Secretary Sir John Simon, a copy of the Resident's report† on his mission to Sanaa, together with the annexures thereto. The original text of the treaty and the full power from the Imam to Qadhi Muhammad Ragheb Bey are enclosed for custody in the archives of the Foreign Office.

2. It is understood that Lieutenant-Colonel Reilly's report and the enclosures thereto will be printed in the Foreign Office and I am to request that a supply of these prints may be sent to the Colonial Office in due course for distribution to other Departments. Sir John Simon will no doubt consider the propriety of laying the text of the treaty before Parliament.

3. The Secretary of State for Foreign Affairs will no doubt consider what steps should now be taken for the ratification of the treaty. Any action that may be necessary on the various matters raised in Lieutenant-Colonel Reilly's report can be taken when the treaty has been ratified.

4. Copies of this letter and of the enclosures thereto are being sent to the India Office.

I am, &c.,

H. R. COWELL.

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* 37957/34 [No. 96]: not printed. † No. 138.

37957/1/34 [No. 7]. No. 141.

THE SECRETARY OF STATE

to

THE RESIDENT.

(Secret.) (2.)

SIR, Downing Street, 29th March, 1934.

I have the honour to acknowledge the receipt of your secret despatch No. 50 of the 28th February*, submitting a report on your recent mission to Sanaa for the purpose of negotiating a treaty with the Imam of the Yemen, together with the treaty signed on the 11th February and the notes exchanged on that occasion. I have read the report with the greatest interest.

2. I am glad to take this opportunity of conveying to you my warmest congratulations on the successful outcome of your mission. The efforts of His Majesty's Government have for many years been directed towards the dual goal of improved relations with the Imam and the peaceful evacuation by the Zeidis of occupied Protectorate territory; and I fully appreciate that they owe the attainment of these objectives to the tact and ability with which you have conducted the negotiations leading to the conclusion of the treaty.

3. I have read with pleasure your account of the valuable service rendered by Mr. R. S. Champion, and by Lieutenant the Honourable R. A. B. Hamilton of the Aden Protectorate Levies, and of the excellent work done by Khulussi Effendi Khari, Mr. C. J. Vyas, Mr. Saleh Ja'far and the other members of the mission. I also note with satisfaction the able manner in which Captain B. W. Seager, with the assistance of Flight Lieutenant E. C. Lewis of the Royal Air Force, superintended the reoccupation of the surrendered Protectorate territory. An expression of thanks will be conveyed to the Admiralty for the assistance which they have rendered in connection with the transportation of the mission between Aden and Hodeida.

4. The original text of the treaty and the full power issued to Qadhi Muhammed Ragheb Bey have been sent to the Foreign Office for custody in the archives of that Department, and the Secretary of State for Foreign Affairs has been asked to consider what steps should now be taken for the ratification of the treaty.

I have, &c.,

P. CUNLIFFE-LISTER.

37957/1/34 [No. 17]. No. 142.

FOREIGN OFFICE

to

COLONIAL OFFICE.

[Answered by No. 145.]

SIR, Foreign Office, S.W.1, 18th April, 1934.

I am directed by Secretary Sir John Simon to acknowledge the receipt of your letter of the 23rd March† regarding the treaty concluded by His Majesty's Government in the United Kingdom and the Government of India with the Imam of the Yemen on the 11th February and to state that, after perusal of the text of the treaty, he sees no objection to the alterations which have been made in it during the negotiations. As a pure question of construction it is not entirely clear that Article V (1) does give British subjects national treatment as regards proceedings before the Courts, &c., but presumably the Imam is not likely to dispute it, and His Majesty's Government could probably base any claim which they might find it essential to make in this respect on grounds of general international practice.

2. With regard to procedure, Sir John Simon proposes, subject to the concurrence of Secretary Sir Philip Cunliffe-Lister, to lay the treaty before Parliament for the usual twenty-one parliamentary days before ratification. Before this is done, however, it is necessary to decide whether any of the notes attached to Colonel Reilly's report should be included among the papers laid before Parliament or communicated to the League

* No. 138. † No. 140.

of Nations or both. In the opinion of Sir John Simon it is both undesirable and unnecessary to register either the "Constitutional Note" or the Imam's note about the Red Sea Islands. The first of these notes is merely a statement of the constitutional position in the United Kingdom and India, and for the reasons given under "Article I" in the memorandum enclosed in Sir Philip Cunliffe-Lister's secret despatch of the 20th November, 1933*, to the Resident at Aden, it seems better not to give this note unnecessary publicity. The note regarding the Red Sea islands does not in any way constitute an agreement between His Majesty's Government and the Imam and its publication might arouse suspicion in the minds of the other Powers interested in the future of the islands. On the other hand, Sir John Simon considers that the exchange of notes regarding the slave trade should be made public, both because it might be held to constitute an international engagement, requiring registration with the League of Nations, and also in view of the interest taken in the slavery question both at Geneva and in this country. He therefore suggests that this exchange of notes should be laid before Parliament together with the treaty, and should also be registered at Geneva. If Sir Philip Cunliffe-Lister concurs in this view, I am to ask that Sir John Simon may be supplied with the originals of those two notes, both for these purposes and because they will be required by the Librarian and Keeper of the Papers at the Foreign Office for preservation with the orginal treaty.

3. Sir John Simon understands that, in the view of the Secretary of State for the Colonies, it will be necessary to communicate the treaty to the Departments represented on the Middle East Official Sub-Committee, and also to the Dominions Office and Board of Trade. Sir John Simon concurs in this view, and eight copies of the Foreign Office print containing the whole of Sections I to VI of Colonel Reilly's report of the 28th of February, and the whole of Section VII of that report except Ragheb Bey's Full Powers, Colonel Reilly's farewell speech to the Imam, and Captain Seager's report have already been sent to your Department for this purpose. Further copies will be supplied if required. It is understood that it is proposed to print in the Colonial Office Colonel Reilly's report with all its annexures in full; if, therefore, any of the other interested Departments desire copies of those papers which have been omitted from the Foreign Office print, the Colonial Office will no doubt be able to satisfy their requirements in due course.

4. When it has been decided to proceed to the ratification of the Treaty, the instrument of ratification will be prepared in readiness for signature by The King on the expiration of the period of laying before Parliament. In the meantime Sir John Simon will be glad to learn as soon as possible what arrangement the Secretary of State for the Colonies wishes to propose in regard to the eventual exchange of ratifications.

5. A copy of this letter is being sent to the India Office.

I am, &c.,

G. W. RENDEL.

37957/1/34 [No. 18-23]. No. 143.

COLONIAL OFFICE

to

1. AIR MINISTRY.
2. ADMIRALTY.
3. WAR OFFICE.
4. TREASURY.
5. DOMINIONS OFFICE.
6. BOARD OF TRADE.

[Answered by 37957/1/34 [Nos. 27, 40, 38, 39, 41, 48].]

SIR, Downing Street, S.W.1, 20th April, 1934.

With reference to previous correspondence regarding the negotiations for the conclusion of a treaty with His Majesty the King of the Yemen, I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before [the Air Council] [the Lords Commissioners of the Admiralty] [the Army Council] [the Lords Commissioners of the Treasury] [Mr. Secretary Thomas] [the Board of Trade], a print† containing the report of the Resident at Aden on his recent mission to the Yemen, together with the text of the treaty which he signed on the 11th February.

* No. 160 in Middle East, No. 46. † No. 138.

2. Subject to the concurrence of [the Air Council] [their Lordships] [the Army Council] [their Lordships] [Mr. Thomas] [the Board of Trade] it is now proposed to take the necessary steps for the ratification of the treaty.

3. It is proposed that any subsidiary questions arising out of the Resident's report should be considered separately at a later date.

4. In view of the desirability that ratification should take place as soon as possible, I am to request the favour of a very early reply to this letter.

5. Similar letters are being sent to the [Air Ministry] [Admiralty] [War Office] [Treasury] [Dominions Office] [Board of Trade].

I am, &c.,

K. W. BLAXTER.

37957/1/34 [No. 29]. No. 144.

THE SECRETARY OF STATE

to

THE RESIDENT.

(Sent 1.30 p.m., 24th April, 1934.)

TELEGRAM.

[*Answered by No. 146.*]

No. 36. Secret. Your secret despatch No. 50 of 28th February*. Who do you suggest should go to Sanaa for exchange of ratifications? Some weeks will necessarily elapse before document of ratification can be sent to you but I will let you know as soon as possible when to expect it.

37957/1/34 [No. 31]. No. 145.

COLONIAL OFFICE

to

FOREIGN OFFICE.

SIR, Downing Street, 25th April, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to acknowledge the receipt of your letter No. E.1920/22/91 of the 18th April† regarding the treaty recently concluded with the King of the Yemen.

2. Sir Philip Cunliffe-Lister agrees with Secretary Sir John Simon's proposal to lay the treaty before Parliament for the usual twenty-one parliamentary days before ratification, and with his suggestion that the exchange of notes regarding the slave trade should be laid before Parliament together with the treaty and should also be registered at Geneva. The Secretary of State concurs in Sir John Simon's view that it is undesirable and unnecessary to publish, or register with the League, either the "Constitutional Note" or the notes about the Red Sea Islands. The Resident at Aden will be asked to supply a certified copy of his note to the King of the Yemen about the slave trade and the original of the reply from the King of the Yemen.

3. As Sir John Simon is aware, letters have been addressed to the other interested Departments inquiring whether they agree that steps should now be taken for the ratification of the treaty. It is understood that the Secretary of State for India has telegraphed to the Government of India asking whether they agree to ratification. A further letter will be addressed to you as soon as the replies have been received.

4. The Secretary of State is in consultation with the Resident at Aden by telegraph as to the arrangements which he proposes for the exchange of ratifications.

5. A copy of this letter is being sent to the India Office.

I am, etc.,

H. R. COWELL.

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* No. 138. † No. 142.

37957/1/34 [No. 34]. No. 146.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 3.5 p.m., 26th April, 1934.)

TELEGRAM.

No. 115. 26th April. Your telegram of the 24th April, No. 36*. I recommend that Colonel Lake should go to Sanaa for exchange of ratification.

37957/1/34 [No. 44]. No. 147.

THE SECRETARY OF STATE

to

THE RESIDENT.

(Secret.)

SIR, Downing Street, 3rd May, 1934.

I have the honour to acknowledge the receipt of your despatch No. 51 secret of the 28th of February† enclosing an original letter from His Majesty the King of the Yemen to His Majesty The King.

2. I now transmit to you a reply from His Majesty The King which I shall be glad if you will despatch to the King of the Yemen. A copy of the reply is also enclosed.

I have, &c.,

P. CUNLIFFE-LISTER.

Enclosure in No. 147.

[No. 37957/1/34 [No. 43].]

LETTER FROM HIS MAJESTY THE KING TO HIS MAJESTY THE KING OF THE YEMEN.

After due compliments and enquiries concerning Your esteemed health We hasten to inform Your Majesty that We have safely received the letter which You addressed to Us on the twenty-sixth day of Shawwal.

We request Your Majesty to accept Our sincere thanks for the sentiments of friendship and good will which You have expressed towards Us and which We cordially reciprocate. We entertain no doubt that as the result of the newly-concluded Treaty the friendly relations between Our respective countries will become even more cordial with the passage of years, to the increasing advantage and mutual benefit of both peoples, and We would have Your Majesty believe that nothing shall be lacking on Our part which may tend to bring about these happy consequences.

We would ask Your Majesty to accept Our sincere thanks for Your good wishes towards Us and Our Royal Family and people, together with the assurance of Our high esteem and good will towards Your Majesty, and of Our warm interest in the prosperity of Your Kingdom.

And so We commend You to the protection of the Almighty.

Given at Our Court of Saint James, the Tenth day of April, One Thousand Nine Hundred and Thirty-four, in the Twenty-fourth Year of Our Reign.

Your Majesty's Sincere Friend,

GEORGE R.I.

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* No. 144. † No. 139.

37957/1/34 [No. 49]. No. 148.

MR. G. W. RENDEL (FOREIGN OFFICE)

to

MR. H. R. COWELL (COLONIAL OFFICE).

[*Answered by No. 149.*]

MY DEAR COWELL, Foreign Office, S.W.1, 12th May, 1934.

We have been further considering the question of the eventual publication of the treaty settlement with the Imam, which formed the subject of your letter of 23rd March* and of our official letter of 18th April†; and, although the matter is perhaps for the moment not one of immediate urgency, in view of the—for the moment—rather uncertain situation as to the future of the Yemen, there is one point which I think it would be well to dispose of without further delay.

2. The last enclosure in Reilly's report of 28th February‡ is described as a " Note on the Anglo-Yemeni Boundary ", and is printed as enclosure No. 5 in our print copy of the report and treaty, of which Johnstone sent eight copies to Blaxter on 16th April§.

3. It would of course have been very convenient to have published an explanatory note of this nature together with the treaty, in order to give the necessary indication of where the frontier runs. Unfortunately, the last sentence of the note as at present drafted is most misleading; and I think it is important that, until it has been corrected, the note should be given no publicity at all.

4. As you have no doubt seen, we are at present engaged on a discussion with Ibn Saud about the eastern boundaries of Saudi Arabia, in which we are firmly maintaining that the boundaries laid down in the Anglo-Turkish Conventions of 1913 and 1914 are still legally valid and must form the basis of any future boundary which may eventually be agreed upon. We have also made this clear to the United States Government. It is important that we should not say anything which might appear to be inconsistent with this attitude, or take up a different line, in regard to the 1913–1914 frontier, when dealing with the southern end of it from that which we are taking in dealing with the northern end. In these circumstances you may perhaps like either to re-draft the note here or to put these considerations to Reilly in order that he may produce a revised version of it. Meanwhile, we propose to omit the note from any White Paper which may be laid on the subject.

5. I am sending copies of this letter to Laithwaite at the India Office and to Peck at the Air Ministry.

Yours, &c.,

G. W. RENDEL.

37957/1/34 [No. 52]. No. 149.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

MR. G. W. RENDEL (FOREIGN OFFICE).

[*Answered by No. 151.*]

MY DEAR RENDEL, Downing Street, S.W.1, 25th May, 1934.

In Cowell's absence, I wrote in answer to your letter of the 12th May‖ regarding the treaty settlement with the King of the Yemen, in which you call attention to the misleading passage which occurs in the " boundary " note attached to the Resident's report.

2. We think it is probable that where the note says that " no boundary has been attempted " it really means that no boundary has been *demarcated:* none the less we quite agree with you that it is important, especially in view of the Qatar situation, to alter the wording, and we therefore propose, subject to Foreign Office concurrence, to suggest to the Resident that the last sentence should be replaced by the following " Beyond this point the boundary is that laid down in the Anglo-Turkish Convention of the 9th March, 1914, but it has not been demarcated on the ground ".

3. As regards publishing the note, we agree with you that it would be unwise to give the document any sort of publicity, at any rate in its present form. The question, however, arises whether, when it has been amended, it should then be published. The

* No. 140. † No. 142. ‡ No. 138. § 37957/1/34 [No. 16]: not printed. ‖ No. 148.

present intention is that only the treaty itself and the exchange of notes about slavery should be laid before Parliament, and we think it would be better to adhere to this arrangement, especially as we do not want to incur any delay.

4. When the note has been amended, however, we do not see any particular objection to its terms being made known: indeed there are as you say, certain advantages in making it public. On the other hand, by that time the opportunity of publishing the note in the Command Paper will have passed. We therefore suggest that even when the note has been amended we should not take any definite steps to make it public, but that it should be understood that if at any time questions are asked as to what the *de facto* frontier is, we should give the information. For example, a question might be asked in Parliament. Another reason which inclines us to the view that we should not take any active steps of our own to publish the note is that it is not likely to be very intelligible to the ordinary enquirer without a carefully-prepared map.

5. I am sending a copy of this letter to Laithwaite and Peck.

Yours, &c.,

K. W. BLAXTER.

37957/1/34 [No. 55]. No. 150.

COLONIAL OFFICE

to

FOREIGN OFFICE.

[*Answered by No. 152.*]

SIR, Downing Street, 25th May, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to the letter from this Department of the 25th April* regarding the ratification of the treaty recently concluded with the King of the Yemen and to state, for the information of Secretary Sir John Simon, that all the interested Departments of His Majesty's Government and the Government of India have agreed that steps should be taken to ratify the treaty.

2. In these circumstances it is presumed that the Secretary of State for Foreign Affairs will now arrange for the treaty, together with the exchange of notes regarding the slave trade, to be laid before Parliament.

3. Copies of this letter are being sent to the India Office, the Air Ministry, the Admiralty, the War Office, the Treasury, the Dominions Office, and the Board of Trade.

I am, &c.,

K. W. BLAXTER.

37957/1/34 [No. 63]. No. 151.

MR. C. F. A. WARNER (FOREIGN OFFICE)

to

MR. K. W. BLAXTER (COLONIAL OFFICE).

[*Answered by No. 155.*]

MY DEAR BLAXTER, Foreign Office, S.W.1, 2nd June, 1934.

With reference to your letter to Rendel, of the 25th May† regarding the " boundary " note attached to Reilly's report of his mission to Sanaa, I write to say that we now agree with you as regards its non-publication.

2. In these circumstances the question of the wording loses some of its importance. Nevertheless, we should like to suggest that the passage in question would be more accurate if amended so as to read as follows:—

> " Beyond this point the boundary, as laid down in the Anglo-Turkish Convention of the 9th March, 1914, respecting the Boundaries of Aden and of Ottoman Territory in Southern Arabia, is a line running north-eastwards into the Ruba-al-Khali (' the Empty Quarter ') at an angle of forty-five degrees."

I understand that, if you accept this, you will next consult Reilly on the matter.

3. I am sending a copy of this letter to Laithwaite and to Peck.

Yours &c.,

C. F. A. WARNER.

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* No. 145. † No. 149.

37957/1/34 [No. 64]. No. 152.

FOREIGN OFFICE
to
COLONIAL OFFICE.

Foreign Office, S.W.1, 18th June, 1934.

SIR,

I am directed by Secretary Sir John Simon to acknowledge the receipt of your letter of the 25th May* regarding the Treaty recently concluded with the King of the Yemen.

2. I am to state for the information of the Secretary of State for the Colonies that Sir John Simon is as suggested, arranging for the Treaty, together with the exchange of notes regarding the slave-trade, to be laid before Parliament.

I am, &c.,
C. F. A. WARNER.

37957/1/34 [No. 66]. No. 153.

MR. H. R. COWELL (COLONIAL OFFICE)
to
LIEUTENANT-COLONEL SIR B. R. REILLY (RESIDENT AT ADEN).

[Answered by No. 154.]

Downing Street, S.W.1, 26th June, 1934.

MY DEAR REILLY,

Our attention has been called to a passage which occurs in the " boundary " note attached to your report on the San'a mission.

At the end of the note it is stated that " Beyond this point lies the Ruba-al-Khali (the ' Empty Quarter ') in which no boundary has been attempted ". Actually, as you know, there is a boundary, namely, that laid down in Article 3 of the Anglo-Turkish Convention of the 9th March, 1914, and it would be unfortunate from the point of view of any future frontier negotiations with the King of the Yemen if this fact was allowed to be forgotten.

But there is a more pressing reason for avoiding any misunderstanding on the subject. In the discussions which are at present proceeding with Ibn Saud about the eastern boundaries of Saudi-Arabia that is in the Persian Gulf area, His Majesty's Government are firmly maintaining that the boundaries laid down in the Anglo-Turkish Conventions of 1913 and 1914 are still legally valid, and must form the basis of discussion of any future boundary which may eventually be agreed upon. This has also been made clear to the United States Government who are concerned in this area owing to their oil interests. It is therefore important that we should not say anything which might appear to be inconsistent with this attitude, or take up a different line in regard to the 1913–1914 frontier when dealing with the southern end of it from that which we are taking in dealing with the northern end.

It is not proposed to publish the " boundary " note with the Treaty, but questions may be asked regarding the *status quo* on the Aden Protectorate frontier which will have to be answered, and it would, in our opinion, be advisable for all copies of this document, which would form the basis for replies to such questions, to be amended to read as follows:—

> " Beyond this point the boundary, as laid down in the Anglo-Turkish Convention of the 9th March, 1914, respecting the Boundaries of Aden and of Ottoman Territory in Southern Arabia, is a line running north-eastwards into the Ruba-al-Khali (' the Empty Quarter ') at an angle of forty-five degrees ".

We assume that you will agree with this amendment. If so, we should be glad if you would have your copies of the document amended accordingly, and we will then tell all the interested Departments here to make a similar correction.

It may be that the meaning of the phrase in the note as it now stands is that no attempt has been made to *demarcate* the boundary provided in the Anglo-Turkish Convention in that area; but even if that is the meaning, it is not free from ambiguity and we think it would be well to revise the text.

Yours, &c.,
H. R. COWELL.

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* No. 150.

37957/1/34 [No. 76]. No. 154.

LIEUTENANT-COLONEL SIR B. R. REILLY (RESIDENT AT ADEN)
to
MR. H. R. COWELL (COLONIAL OFFICE).

(Received 23rd July, 1934.)

[Answered by No. 159.]

(Secret.)
(No. 187.)

The Residency, Aden, 11th July, 1934.

MY DEAR COWELL,

Please refer to your letter of 26th June, 1934*. I agree with the intended amendment to my " boundary " note, and my copies of the document will be amended accordingly. Do you consider that an addition of the words " up to the 20th parallel " to the amendment would be advisable?

The North-east line was not mentioned during the course of the negotiations at San'a. As far as the Empty Quarter, for the period of the Treaty, this line has been modified by the exclusion of Beidha from the Aden Protectorate which brings the boundary to the south of the line, and by the inclusion of the Beihan-Mas'abi district in the Protectorate, which probably carries our boundary somewhat to the north of the line. I say " probably " because existing maps of this area are so inaccurate that they cannot be relied upon to show the exact position of the Beihan-Mas'abi tribal frontier. As you know, the importance of Beihan lies in the fact that our retention of it bars the road for possible Zeidi penetration into the Hadhramaut. It was probably for this reason that the Imam made the persistent efforts referred to in my report to secure an entry into Beihan by claiming the Mas'abi country. The people of the Hadhramaut are sensitive about Beihan for the same reason, as I mentioned in paragraph 12 of my despatch No. 66 dated 27th March, 1933†, in which I made a report of my visit to the Hadhramaut last year.

The Imam evinced no interest in the ownership of the uninhabited territory of the Empty Quarter, and no attempt was made in the discussions at San'a to define the boundary in this area. To do so might have implied an extension of the Imam's territory eastward of the Yemen which would be disputed by Ibn Sa'ud. It was for this reason that I made the final statement in my " boundary " note. I fear that I did not at the time realize the importance attached by His Majesty's Government to the Anglo-Turkish Convention line. In the light of the explanation you have given me I fully agree that it ought to be mentioned in the " boundary " note.

Yours, &c.,
B. R. REILLY.

37957/1/34 [No. 79]. No. 155.

MR. H. R. COWELL (COLONIAL OFFICE)
to
MR. C. F. A. WARNER (FOREIGN OFFICE).

[Answered by No. 156.]

Downing Street, S.W.1, 27th July, 1934.

DEAR WARNER,

With reference to your letter to Blaxter of the 2nd June‡, I enclose copies of correspondence§ with Reilly regarding the wording of the " boundary " note attached to his Report on his mission to San'a.

I do not know whether you think it necessary to add the words " up to the 20th parallel " as Reilly suggests. Subject to a decision on this point, the altered wording should, I presume, now be inserted in the original text and in any confidential prints made in the Foreign Office and Colonial Office. It is not, of course, proposed to publish the note.

Yours, &c.,
H. R. COWELL,
p.p. K.B.

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* No. 153. † No. 93 in Middle East, No. 46. ‡ No. 151. § Nos. 153 and 154.

37957/1/34 [No. 83]. No. 156.

MR. A. MALCOLM (FOREIGN OFFICE)
to
MR. K. W. BLAXTER (COLONIAL OFFICE).

MY DEAR BLAXTER, Foreign Office, S.W.1, 7th August, 1934.

Will you please look at Cowell's letter to Warner of 27th July* enclosing copies of correspondence with Reilly on the wording of the " boundary " note attached to the Resident's Report on his mission to San'a?

2. As the note in question is intended to describe only the boundary between the Aden Protectorate and the Yemen, we think it would be misleading to add the words " up to the 20th parallel " as suggested by the Resident. To do so might be taken to imply that the area lying to the west of the 1914 Anglo-Turkish line in that neighbourhood was a part of the Yemen, which is certainly not the case. Indeed if the matter were publicly raised that area would undoubtedly be claimed by Ibn Saud.

3. In these circumstances I think we can leave the text of the " boundary " note in the form (to which Reilly has seen no objection) already agreed on by the Foreign Office and the Colonial Office.

4. I suggest therefore that the Colonial Office should embody the whole amended note in an official letter to the Foreign Office with an opening reference to Colonial Office letter of 23rd March† in which was enclosed the Resident's report on his mission together with the annexures thereto. We would then print your letter in our confidential print series and send you eight copies in due course for distribution to those who received the eight print copies of the Treaty texts which were enclosed in Warner's letter to you of 16th April‡.

5. You will no doubt also be informing the Committee of Imperial Defence for whom the treaty texts (including the " boundary " note) were printed as No. 1136-B.

Yours, &c.,
A. MALCOLM.

37957/1/34 [No. 85]. No. 157.

THE SECRETARY OF STATE
to
THE RESIDENT.

(No. 96.)

SIR, Downing Street, 9th August, 1934.

With reference to previous correspondence regarding the Treaty between His Majesty the King and His Majesty the King of the Yemen which was signed at San'a on the 11th of February last, I have the honour to transmit to you The King's Ratification of the Treaty§ for exchange against a similar instrument on the part of the King of the Yemen.

The Exchange of Ratifications should be recorded by means of a signed certificate in the usual form, of which a draft§ is enclosed as a model.

I have to request that when completed the British copy of the certificate of exchange should be forwarded to me together with the instrument of Ratification of the King of the Yemen.

I have, &c.,
P. CUNLIFFE-LISTER.

37957/1/34 [No. 99]. No. 158.

COLONIAL OFFICE
to
FOREIGN OFFICE.

SIR, Downing Street, 23rd August, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to the letter from this Department of the 23rd March† enclosing a copy of a report by the Resident at Aden on his mission to San'a for the purpose of concluding a treaty with the King of the Yemen.

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* No. 155. † No. 140. ‡ 37957/1/34 [No. 16]: not printed.
§ Enclosures in 37957/1/34 [No. 84]: not printed.

2. As a result of correspondence with your Department and the Resident at Aden, it has been decided that the last sentence of the note on the Anglo-Yemeni boundary, which forms the last annexure to the Resident's report, should be deleted and the following sentence substituted:—

" Beyond this point the boundary, as laid down in the Anglo-Turkish Convention of the 9th March, 1914, respecting the Boundaries of Aden and of Ottoman Territory in Southern Arabia, is a line running north-eastwards into the Ruba-al-Khali (' the Empty Quarter ') at an angle of forty-five degrees ".

3. The note on the Anglo-Yemeni Boundary as now settled therefore reads as follows:—

"Article III of the Treaty stabilizes, pending a final decision, the actual frontier existing on the 11th of February, 1934, the date of the signature of the Treaty. This is as follows:—

From approximately Husn Murad to the Wadi Bana it is identical with the old demarcated Anglo-Turkish boundary as shown on official maps of the Aden Protectorate. From the demarcated point on the Wadi Bana, eastwards, it follows tribal boundaries which have never been demarcated in detail on the ground, and which the inaccuracy of existing maps makes it impossible to define precisely on paper, but which are known to the tribes concerned. These are the northern and eastern boundary of the Upper Yafa' tribe, excluding Rubei'atein, the boundaries between the Upper Yafa', Lower Yafa' and Fadhli tribes and Beidha, the north-western and northern boundary of the 'Audhali tribe, the western boundary of the 'Aulaqi tribe, and the western and north-western boundary of Beihan, including the Mas'abi country. Beyond this point the boundary, as laid down in the Anglo-Turkish Convention of the 9th March, 1914, respecting the Boundaries of Aden and of Ottoman Territory in Southern Arabia, is a line running north-eastwards into the Ruba-al-Khali (' the Empty Quarter ') at an angle of forty-five degrees ".

I am, &c.,
H. R. COWELL.

37957/1/34 [No. 100]. No. 159.

MR. H. R. COWELL (COLONIAL OFFICE)
to
LIEUTENANT-COLONEL SIR B. R. REILLY (RESIDENT AT ADEN).

MY DEAR REILLY, Downing Street, S.W.1, 23rd August, 1934.

Will you please refer to your letter of the 11th July* about the " boundary " note in which you suggest that it might be advisable to add to the revised sentence the wording " up to the 20th parallel ".

We have asked the Foreign Office for their views about this suggestion, and we now learn that they would prefer to leave the amendment in the form already agreed on. Their reasons for this are that as the note is intended to describe only the boundary between the Aden Protectorate and the Yemen, it would be misleading to add the suggested words, since to do so might be taken to imply that the area lying to the west of the 1914 Anglo-Turkish line in that neighbourhood was a part of the Yemen, which is certainly not the case. Indeed, the Foreign Office say that if the matter were publicly raised, that area would undoubtedly be claimed by Ibn Saud.

We note from your letter that your copies of the boundary note will be amended as proposed in the fourth paragraph of my letter of the 26th June†. Our copies will be revised in the same way, and steps are being taken to ensure that the amendment is made in all copies distributed to the other interested Departments. A copy of a letter‡ which we have sent to the Foreign Office on this subject is enclosed for your information.

Yours, &c.,
H. R. COWELL.

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* No. 154. † No. 153. ‡ No. 158.

37957/1/34 [No. 135]. No. 160.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 15th October, 1934.)

(Secret.)
(No. 262.)

SIR, The Residency, Aden, 3rd October, 1934.

I have the honour to forward as an enclosure with this despatch Lieut.-Colonel M. C. Lake's report on his recent visit to San'a for the exchange of the Ratifications of the Treaty of San'a.

2. I wish to record my thanks to Group Captain C. F. A. Portal, D.S.O., M.C., the Officer Commanding British Forces in Aden, for his assistance in lending to the Mission the services of a Medical Officer and two Arab orderlies, and also to the Commander-in-Chief, Mediterranean, and to Captain The Honourable C. Hermon-Hodge, D.S.C., R.N., for their assistance in conveying the Mission from Aden to Hodeida in H.M.S. *Hastings*.

I have, &c.,

B. R. REILLY,

Resident, etc.

Enclosure in No. 160.

(Secret.)

The Residency, Aden, 3rd October, 1934.

From Lieutenant-Colonel M. C. Lake, Political Secretary, Aden,
To The Resident and Commander-in-Chief, Aden.

SIR,

I have the honour to submit my report on the Mission to the King of the Yemen for the purpose of the exchange of Ratification of Treaty documents.

I have, &c.,

M. C. LAKE,

Political Secretary.

REPORT ON THE MISSION TO THE KING OF THE YEMEN FOR THE PURPOSE OF THE EXCHANGE OF RATIFICATION OF TREATY DOCUMENTS.

(Secret.)

1. The composition of the Mission was as follows:—

Lieutenant-Colonel M. C. Lake (Political Secretary).
Wing Commander R. H. Knowles, R.A.F. (Principal Medical Officer, British Forces, Aden).
Mr. Salih Ja'far (Interpreter and Clerk).
Two orderlies from the Aden Protectorate Levies.

Attached.

Lieutenant G. M. T. Morphew, R.A.

2. The Mission left Aden in H.M.S. *Hastings* (Captain Honourable C. Hermon Hodge, D.S.C.) on 30th August, 1934, and arrived at Hodeida at 2 p.m. on 31st August. Mr. Salih Ja'far, who is Political Clerk at Hodeida, joined the Mission here and arrived on board to report soon after the ship anchored. His report that the King had given orders that the Mission was to receive the same reception everywhere as that given to Sir Bernard Reilly's Mission was not only unexpected, but disturbing, in view of the fact that insufficient funds had been brought to live up to the reception.

He was followed closely by Qadhi 'Ali al 'Amri, brother of the Prime Minister and Secretary to the Governor of Hodeida, the new Port Officer, Muhsin Galala, late barber to the King of Yemen, and 'Abdullah 'Uthman, 'Amil of Zeidiya, who arrived on board to call and to extend a welcome to the Mission.

3. Shortly after they had returned to the shore the Mission, accompanied by Captain Hermon Hodge, landed, the landing being somewhat precarious owing to the dilapidated condition of the swinging iron steps leading from the sea to the jetty. After being welcomed on the jetty by the Officer Commanding the Forces and other officials, the Mission proceeded past drawn up troops and interested spectators to the Government Court House, which had been reserved for our use, and were received there by Seiyid 'Abdullah ibn al Wazir, the Governor, who gave us a warm welcome. Accompanied by Lieutenant Morphew and Mr. Salih Ja'far I returned the Governor's call at 5 p.m. I found with the Governor Sharif 'Abdullah ad Dumein, a charming old gentleman who had commanded the Imam's forces in the Yemen advance against Marib and Al Joba in 1930 (*vide* paragraph 1339 of Political Intelligence Summary*). The heat in Hodeida was intense. Qadhi 'Ali sat down to dinner with us and the band played during dinner.

4. Early the next day, after a sticky night, and one not entirely free from mosquitoes, we proceeded by cars on the first stage of the journey to San'a. Our destination that night was Ma'bar (*vide* Sir Bernard Reilly's report), but owing to mishaps *en route*, we were unable to reach there by nightfall and bivouacked on the motor-track not far from Madinat Al 'Abid. Qadhi 'Ali came with us to San'a. The country after leaving 'Ubal, as far as the summit of the Masna' Pass was magnificent, and, green and fresh after the rains, with a profusion of standing crops and running streams, was at its best, while the grandeur of the flanking mountains, verdant and wooded, added to the beauty of the scene.

5. The next day, 1st September, we reached Ma'bar at about 11.30 a.m. and were hospitably entertained by the 'Amil of the District, Seyid Ahmed al Jirafi. His head-quarters are at Dhoran, under the pinnacle summit of Jebal Dhoran (10,000 feet), a landmark from the Dhamar plain, and he had come over to Ma'bar especially to receive us, having had everything ready for our comfort the previous night. I expressed an apology as best as I could for the inconvenience caused him by our delayed arrival. After a hasty change from our travelling clothes to clothes more in keeping with our anticipated reception in San'a, we left Ma'bar in our cars at about 1.30 p.m. for the last stage of 3½-4 hours. The 'Amil accompanied us. About two miles out of San'a, we were met by a party of cavalry who accompanied us from here onwards. After entering the walls of the city by the gate called " Bab as Sabah " we alighted from our cars and I was met by the Officer Commanding the Troops drawn up to receive us, who were lining the route from the gate to our residence, the Turkish Court-house called " As Sanaya ", where the Clayton Mission was lodged and also that of Sir Bernard Reilly.

On arrival we were welcomed by the Prime Minister, Qadhi 'Abdullah al 'Amri, and the Foreign Minister, Qadhi Muhammad Raghib Bey. Tea and coffee were served, while the band discoursed sweet music outside, the pieces played ranging from a tune which one or two of us recognized as the old familiar refrain of " Pop goes the weasel ! " to the British and Yemeni National Anthems. Unfortunately, none of us knew the latter, and only one of us recognized the former, so we failed to honour them by standing up.

6. The next day, 3rd September, Qadhi Raghib payed me a call to discuss our first audience with the King. I had suggested that this should be in the nature of a visit to pay our respects on arrival and that the more ceremonious visit for the exchange of the Ratification documents should take place subsequently. But the Qadhi explained that it was the King of the Yemen's wish that, as I was the bearer of a document containing the signature of the King of Great Britain, the first visit should be for the purpose of handing over this document. Also, the King of the Yemen was residing at present at Ar Rodha, the grape-garden city five miles outside San'a, and preferred not to have to come in to San'a and have the troops turned out twice.

7. On 4th September, at about 10 a.m., I proceeded to the palace, accompanied by Wing-Commander Knowles, Lieutenant Morphew, Mr. Salih Ja'far, and the two Arab orderlies. All except Mr. Salih Ja'far were in uniform. The streets were lined with troops and interested spectators. Qadhi Raghib met us at the door of the Palace and conducted us along the corridor to the audience chamber at its end. We had arranged to get there early in order to compare carefully the two Arabic copies of the Treaty and especially the two Arabic versions of the Ratification clause. The exact wording of His Majesty's Ratification was necessarily not followed by the King of the Yemen as he has his own form of Ratification similar to that which he has used in

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* 79252/30 [Enclosure in No. 181]: not printed.

ratifying Treaties with other foreign Powers. But it was necessary to ensure that the main points contained in His Majesty's Ratification, of which there were three, should be contained in that of the King of the Yemen.

8. The King gave me a very cordial welcome, after which Wing-Commander Knowles and Lieutenant Morphew were presented. The Ratification documents were then exchanged without any loss of time while the King was still standing and before he had sat down at his dais. I presented His Majesty's document first, opening the document at His Majesty's signature and the Royal Seal, showed it to the King and then, closing it again, replaced it in its case which I gave to His Majesty. After which, the King presented to me his document in a similar manner. He then sat down at his dais and I made a short speech to the King, a copy of which is attached. Towards the end of my speech, Lieutenant Morphew had taken His Majesty's gift of a sword from its case, and on its conclusion, he handed it to me with the sword half-drawn and the Arabic inscription facing the King, and I presented it, the King standing up to receive it. The King was then graciously pleased to reply to my speech, after which he took his departure. The King was evidently very pleased with His Majesty's gift and particularly with the Arabic inscription on it. The King, in his reply, dwelt on his pleasure that the Treaty was finally concluded and expressed a hope that it would lead to the better co-operation between the two Governments. He also expressed his gratitude to Sir Bernard Reilly for having taken so much pains to bring it about.

The King appeared to be in good health and good spirits, but it seems that the report of his recent serious illness was not exaggerated.

9. On Wednesday, 5th September, Qadhi Raghib Bey came round to our residence, and he and I spent all the morning discussing certain matters.

In this report, I will only mention those which are the direct concern of His Majesty's Government, and deal with the others which have a more local connexion in the form of a short note in their respective Residency files.

10. Qadhi Raghib opened the proceedings at some length and the gist of his talk was an apology for the Yemen Government, which he described as a young child not yet grown up, and the inefficiency of certain local governors on the frontier, who were holding their posts for the reason that there were, at present, no better people to replace them.

11. Questions discussed were:—

1. The best means for improved communication between Aden and San'a, viz., by wireless, as directed in Colonial Office despatch of 9th August, 1934*.

2. Facilities for the purchase by the King of munitions from His Majesty's Government or British firms should he so desire it. (Colonial Office despatch of 20th November, 1933†).

3. The appointment by the King of a Frontier Officer.

4. The increase of the export tax on goods exported from Hodeida by foreigners from 10 per cent. to 20 per cent.

12. With regard to 1, I explained to the Qadhi how the Resident had recently represented to His Majesty's Government the King's desire for the establishment of a link between the telegraphic systems of the Yemeni Government and the Eastern Telegraph Company and had recommended a modification of the Company's terms. I went on to inform the Qadhi of His Majesty's Government's reply as contained in the above-mentioned despatch, and that, in the opinion of His Majesty's Government, the best method for establishing communication with the Yemen will probably be by wireless from Aden should Messrs. Cable and Wireless Ltd. establish a station there.

The Qadhi replied that he did not think the King would agree to this for fear of offending the Italian Government and that what the King would prefer would be for His Majesty's Government to link up the telegraph system of Aden with the telegraph land-line at Ta'iz which would be extended to the frontier.

I pointed out certain objections to this from the point of view of His Majesty's Government, chief of which was one of finance, though the Qadhi gave me to understand that the King would be willing to lay the connexion to Aden himself and pay for it if permitted by His Majesty's Government to do so.

I was rather surprised at this fear of offending Italian susceptibilities and in considering the matter later on in the day I thought perhaps that I had not made myself quite clear and that the Qadhi had thought that it was intended to erect a W/T station

* 37952/34 [No. 12]: not printed.

† No. 160 in Middle East, No. 46.

in Aden solely for use with San'a. So I sent off Mr. Salih Ja'far to Qadhi Raghib to make clear to the latter that it was probable that a W/T station would be erected in any case by Cable and Wireless Ltd. and that it would be available for communication with San'a. However, the same reply was given which was subsequently confirmed by the King.

13. With regard to 2, in accordance with the instructions contained in Colonial Office secret despatch dated 20th November, 1933, I made it clear to Qadhi Raghib that the King was at liberty to purchase munitions through His Majesty's Government or British firms should he so desire. The Qadhi expressed thanks on behalf of the King.

14. With regard to 3, I told the Qadhi that, acting on his own suggestion to Sir Bernard Reilly, His Majesty's Government had now appointed a special Frontier Officer and that the officer had actually arrived in Aden the previous Saturday. I added that I hoped that the King would appoint one also. The Qadhi replied that the King certainly intended to do so and was looking out for a good man, but that in the meantime he would appoint someone temporary. At the Mission's farewell audience with the King, His Majesty announced that he had appointed the present 'Amil of Rada', Seiyid Muhammad ash Shami, who, he said, was a man to be trusted, straightforward and unbiassed. Both Qadhi Raghib and Seiyid 'Ali ibin al Wazir, Governor of Ta'iz, also spoke highly of him. I understand that his appointment is a permanent one and that someone else will succeed him as 'Amil.

15. I mentioned 4 rather tentatively to the Qadhi, but Mr. Salih Ja'far had already told me that the latter did not approve of the increased export tax and had agreed that its imposition would affect adversely not only foreign trade but Yemen trade also. He told Mr. Salih Ja'far that he thought the King had been ill-advised in this matter. I introduced the subject by telling Qadhi Raghib that certain European business men, having heard that I was going up to San'a, had asked me to do what I could in the way of getting the tax reverted to its normal rate, which was not strictly true, but I had spoken to M. Ries at Aden and Mr. Day at Hodeida on the subject, so as to get some idea from them as to how far it affected their trade. It was obvious, too, that such an imposition was not going to benefit Yemeni merchants as I pointed out to the Qadhi. The result was that the King sent a telegraphic order to Hodeida that evening cancelling the increased tax and I received a note from Qadhi Raghib the next morning saying that this had been done.

16. Our conversations that morning had been interrupted by the 'Amil of San'a, Seyid Husein 'Abdulqadir, and the Commander-in-Chief, Seiyid 'Ali bin Ibrahim, calling on me without previous warning. The former I had met at Hodeida in January, 1926, while with the Clayton Mission.

I returned their calls on the Friday morning, 7th September, taking with me Mr. Salih Ja'far. I found both of them delightful personalities, well-read and conversant with recent world events and world politics.

17. On Thursday morning, 6th September, I called first on Qadhi 'Abdullah al 'Amri, the Prime Minister, and then on Qadhi Raghib, and, during the visit, I handed each of them the gold watch which had been presented to them by His Majesty King George V. They were both very pleased with the gift and expressed their thanks. I was accompanied by the two other officers and Mr. Salih Ja'far.

18. On Saturday afternoon at 3 p.m. the Mission proceeded by car to Ar Rodha, accompanied by Qadhi Raghib, to have a farewell audience with the King. The visit was informal.

On the King entering the audience chamber, and immediately after the usual compliments, the King described his ailments to Wing-Commander Knowles in some detail and asked for his advice. The Egyptian Doctor, Mr. Hafiz Amin, had previously called on Wing-Commander Knowles and was known to be in attendance on the King and his family. Wing-Commander Knowles was therefore placed in rather an awkward position but evaded the difficulty by promising to hold a consultation with Dr. Hafiz which he subsequently did.

19. The King mentioned certain villages in the re-occupied 'Audhali territory about the possession of which there was some doubt, the 'Amil of Beidha claiming them as belonging formerly to the Beidha Sultanate and the 'Audhali Sultan claiming them as his. They were finally left in 'Audhali territory, but Sir Bernard Reilly had promised an investigation on his return to Aden which was duly carried out by himself. The King asked me the result of my investigations, and, while admitting that I had not

been able to hear the Rasasi (Beidha Sultanate) side of the question, I told the King that from enquiries I had made on the spot and the perusal of certain documents, I was satisfied that the villages and territory under dispute properly belonged to the 'Audhali Sultan but that I considered that further investigations were necessary.

The King admitted that he was not conversant with tribal affairs and paid me the compliment of saying that, I, on the other hand, was, and that he would abide by any decision which was passed by the Residency. With a smile, he said that he appointed me his agent in that particular matter, having already, I believe, paid the same compliment to Sir Bernard Reilly.

I had already gone through in some detail with Qadhi Raghib the territorial aspect of the question, and had explained the impracticability of the Ahl 'Ali am Muhammad, the tribe whose territory is under discussion, being acknowledged as Yemeni, even were their rights to be so proved, as their lands extended on either side of the plateau and would be as the blade of a sword dividing 'Audhali territory on the plateau into two halves.

20. Before the King left the audience chamber, I thanked His Majesty for the hospitality and welcome he had extended to the Mission.

21. On Sunday, 9th September, a week after arriving at San'a, we left to return to Aden overland via Yarim, Ibb, and Ta'iz. In any case, I considered a few days' visit to Ta'iz to be of advantage as there were a good many local matters to be discussed with the Governor. It had been suggested to us, and we ourselves had considered the suggestion, that we should reach Ta'iz via Hodeida (along the road we had come), and from Hodeida through the Tihama by Zabid and Beit al Faqih to Mocha, and so to Ta'iz. By this route we could have reached Ta'iz all the way by car. But the prospect of being bumped through the Tihama from Hodeida, along a flat, dusty, possibly uninteresting road, to Mocha, in the dampest and hottest month of the year was not pleasing, so we preferred the more direct route, especially as it would be new ground to the other two officers and, in spite of forty miles of the route being impossible for cars, would take no longer.

22. We left San'a at 7 a.m., Qadhi Raghib seeing us off, and the Turkish Officer in charge of our guard, Seiyid Muhammad Halabi Effendi accompanying us to the frontier. Troops were lining the road outside the Bab as Sabah, and as we passed the Artillery barracks two batteries were drawn up, one on either side of the road. Our outriders, who had always accompanied our car in drives through the city, now came with us for a distance of about two miles outside the walls, where they took leave.

Our destination for that night was Yarim, which we reached about 4 p.m. I found the road from Ma'bar to Yarim considerably improved since I had motored along it in January, 1932. The portion from Ma'bar to San'a now makes a wide easterly detour, thus avoiding the difficult, but direct, route over the Yaslin Pass (9,500 feet) and then via Wa'lan, which was the route used by my car on my last journey.

Yarim is a squalid, dirty town, which had been rendered no cleaner by recent rain. The small garrison was drawn up to receive us in front of our somewhat cramped quarters, but before reaching there we had to pass through narrow streets swarming with an interested crowd. At about 5 p.m. the 'Amil, Seiyid Hashim, came to call and I returned the call just before sunset.

23. We left early the next morning, doing by car the remaining eight miles or so to motor terminus at Qa'a Al Haql, at the foot of the northern side of the Sumara Pass. It was the worst bit of road we had yet encountered, but we got there somehow without damage.

The country round Yarmin, which is over 8,000 feet in altitude, was grand, especially on the evening of our arrival, when there was a violent thunderstorm raging round the mountain tops. It gave us an insight into the type of country, and the verdure, we were still to meet.

24. At the motor terminus we found our riding and baggage mules, with the escort of soldiers and muleteers, awaiting us, and while we had breakfast the mules were loaded up. We started off on our trek over the mountains to our next motor terminus at Sayani, at 9.15 a.m. The Sumara Pass is 9,600 feet in altitude and its summit is the dividing line between the Zeidi and Shafa'i populations, and the Wadi Mahfidh, which is the valley on the Aden side, must be one of the prettiest spots in Al Yemen. We reached Makhadar, which was our halting place for the night, at 4 p.m. The actual going from where we left the cars was 3¾ hours walking and 4¾ on the riding mules. By spending the first night in bivouac at Qa'a al Haql (motor terminus) one could make Ibb instead of

Makhadar on the second day, but the King would not hear of us bivouacking in the open rather than accepting the hospitality of Yarim, and so we arranged to do the journey to Ta'iz in four stages instead of three, and to have an easy one between Makhadar and Ibb which would get us to Ibb early and give us time to see that interesting town.

At Makhadar the usual calls were exchanged between the 'Amil (Ahmed Salih as Sabari) and myself. Almost immediately after we arrived it started to rain and some of our kit, which was behind us, got wet.

25. The next day we proceeded down the beautiful Wadi Suhul to Ibb. On all sides there was a scene of verdure and freshness, and such a profusion of crops as one seldom sees. The mountain slopes were green and wooded, and the country lanes through which we passed were flanked with hedges profuse in ferns and flowery creepers, their grassy banks a carpet of wild flowers. The crimson flowering cactus with which the undulations were covered added a brilliant touch of colour to the scene. On our left, cascading down the slopes of Jebal Ba'dan, were one or two waterfalls, and the actual river bed of Wadi Suhul, with its water rippling over the boulders, resembled a Scotch mountain burn. Yemen in winter, the only season at which I had visited it previously, is striking enough, but Yemen in the early autumn, after the rains, has to be seen to be believed. One hardly expects to find such a paradise in the sterile Arabia of popular imagination, and certainly not within 100 miles of the barren rocks of Aden.

We reached the foot of the ascent leading up to the town of Ibb, soon after 12.30 p.m. In actual going, it is just over 3 hours walking from Makhadar and 3½ on riding mules at a walk. Just before we reached the foot the rain, which had been threatening, came down.

26. Drawn up to receive us, mounted on horses and mules, were the leading notables of the town, headed by Seiyid Yahya bin Hasan al Warit, a pleasant, cheery fellow of middle age, the son of the Chief Magistrate. Beyond them was a line of troops, complete with band and buglers, and a fairly large concourse of townspeople. I saluted the row of notables as I passed and then dismounted to greet Seiyid Yahya, who did the same, after which we both mounted again and after inspecting the troops we all commenced the ascent of the hill leading up to the town. There was also present Seiyid 'Abbas, the son of the Governor, aged about 6, a diminutive figure on a large horse, robed in gorgeous apparel.

It took us 40 minutes to reach the top, the road being, for the most part, paved with slabs of stone, as are most of these ancient ascents in the Yemen and the Protectorate. The slabs were very slippery after the rain and the mules had difficulty in keeping their feet and making the ascent. I, personally, felt very insecure and would far rather have made the climb on foot. The going was made more difficult by the jostling crowd, mounted and dismounted, but who were all very friendly and in high spirits.

The actual town of Ibb is reached after five minutes from the top, and here most of the town seemed to have turned out to view our arrival and the housetops were crowded.

We did not enter the town, but went past it, up a slight incline on the top of which is the old Turkish barracks and hospital. Seif al Islam Hasan, one of the King's sons, turned the barracks into a residence a few years ago and guests are usually lodged there now, as I myself was 2½ years ago.

From here one looks down on the town a few hundred yards distant. But it did not look the same Ibb as I had known it in January, 1932, and January, 1926. Then, with its whitewashed, seemingly many-storied houses, it looked like an iced-cake nestling under the towering slopes of Jebal Ba'dan, or, as Mr. Amin Reihani more poetically describes it, " like a pearl surrounded by emeralds ".

Now the rains had removed all the whitewash leaving dirty streaks on the outside. But though the outside appearance of the town had deteriorated, I found later that the inside, with its cobbled narrow streets, picturesque archways and tall houses, remained as attractive as ever, like some mediaeval village in southern France, and still one of the cleanest places in the Yemen. A truly fascinating town in a gorgeous setting.

27. After lunch, the Governor, Seiyid Yahya bin 'Abbas, a nervous weak-looking man, who used to be posted at Qa'taba, came to call, accompanied by his small son, 'Abbas, Seivid Yahya bin Hasan, the Chief Magistrate's son, and one or two other notables. Conversation was rather difficult, though the Governor was very friendly.

I returned the call later on in the afternoon, accompanied by Lieutenant Morphew, after which we were shown the town and its bazaars and were taken to see the famous old aqueduct which brings an unfailing supply of water from Jebal Ba'dan to the town.

As the Governor had hinted to Mr. Salih Ja'far that we should call on the Chief Magistrate, we did so before returning to our quarters, although it was already sunset. We got a most effusive welcome from both father and son. I found that I had met before the son, Seiyid Yahya, (whom I have already mentioned above), while he was 'Amil of Ma'bar in 1926.

28. We left Ibb the next morning, 12th September, and arrived at Sayani, the motor terminus for Ta'iz, at 12.45 p.m., travelling over the Muharras Pass down to Wadi Nakhlan. The actual going was 3½ hours on foot and 4½ hours on mules. Awaiting us at Sayani was Seiyid Muhammad az Zabara, who used to be the Yemeni representative in Cairo. I had last seen him at the Residency Office just before leaving for San'a, when he intended to go to Cairo. But, hearing of the serious illness of the King, he had postponed the journey and had hastened towards San'a, cutting short his journey at Ta'iz on news of His Majesty's recovery. With him were three touring cars and a bus for our baggage. He had a tent ready pitched for our reception, with lunch laid out in it.

29. The road from Sayani to Ta'iz was the best which we had yet been over and I, personally, was amazed at the improvement effected since my last journey along it in January, 1932. It was evident, too, that a lot of work had been put into it quite recently. We had a comfortable, smooth drive of over 40 miles which we did in about two hours, arriving at Ta'iz at 4 as we had arranged. There was the usual display of troops, with the band. One can always rely on being made very comfortable at Ta'iz, and this time was no exception. Seiyid 'Ali's house at the barracks, about ¾ mile outside the town, was put at our disposal. It was here that the Lady Doctor and nurses were quartered when the Medical Mission to Ta'iz was despatched in January, 1932, to attend His Majesty's grand-daughter. Unfortunately, our arrival was marred by the news of the death of one of the sons of Seiyid 'Ali that morning. He was aged 7 and died of tuberculosis. Consequently Seiyid 'Ali did not come up and give us an informal welcome as he would otherwise have done, but after tea I went across, accompanied by Lieutenant Morphew, to visit him and offer him our condolences.

30. The next morning, 13th September, Seiyid 'Ali came up to the ante-room to see us and brought with him the 'Amil of Ta'iz, Seiyid Ahmed bin 'Ali, an old friend of mine and brother of Seiyid 'Abduljalīl, Governor of Mocha.

We returned the 'Amil's call in the town of Ta'iz at 11, and he showed us round his garden. We then went on to return the call of the Italian doctor, Dr. Bertroni, who had visited us on our arrival.

31. The extreme friendliness of the officials and Shafa'i population at Ibb and Ta'iz was most noticeable. The whole atmosphere was much more companionable than in the more northern Yemen towns in the Zeidi area. Hearty a welcome as we were given in San'a, the usual aloofness of the minor officials and general population was still noticeable. The reason for this stand-offishness is the prohibition by the King against visitors to His Majesty's guests or allowing anyone to entertain or receive a visit from his guests without His Majesty's permission. Neither is anyone, even though he may be a former acquaintance, permitted to hold conversation with His Majesty's guests should he meet them in the streets. On the other hand, it was definitely noticeable how many more people greeted one with a salute in passing. However much the attitude of friendliness at San'a may increase, the attitude of suspicion, handed down by San'a's Lord and Master, will die hard.

32. Seiyid 'Ali and the Italian doctor joined us at lunch that day, and after lunch Seiyid 'Ali and I, with Mr. Salih Ja'far, discussed questions of local interest in connexion with border and tribal differences and the passage of motor traffic by the new road between Aden and Ta'iz.

33. On the evening of Friday, 14th September, Seiyid 'Ali came up to the anti-room to say good-bye, as we were leaving early the next day.

We had received the usual hospitality and comfort which one has learnt to associate with Ta'iz and its broadminded and friendly Governor. The country round was looking its best, in spite of the rains that year having failed to a certain extent. A car was put at our disposal and also horses to ride.

34. We left Ta'iz at 6.30 the next morning, 15th September, in three touring cars and a bus for our baggage. The route leads, to begin with, along the Mawiya road and turns off right handed just before Al Janad. It describes a big detour to the north-east-east and south-west and if a more direct route could be found through the low foot hills east of Jebal Sabar about 20 miles would be saved in distance, though not much would

be saved in actual time unless the Governor of Ta'iz was prepared to construct a really well-made road at great labour and expense, as the present route avoids physical difficulties with the result that motor traffic can proceed along it with average speed. I tentatively suggested to Seiyid 'Ali, who had told me that various alternative routes had been reconnoitred and found unsuitable, that a reconnaissance from the air made by an engineer would be the best means of discovering the most suitable route, and if he would like us to assist him in this I would tell the Resident. He replied that, at present, he knew that the King would not agree to machines flying over Yemen territory for any purpose, but perhaps later on he might, and I expressed a hope that he would let us know if he wanted our assistance and we should be only too pleased to give it if possible, for which he thanked me.

But it was evident that Seiyid 'Ali had already been put to considerable expense over the construction of the present route and, such being the case, it is unlikely that he will wish to construct a new one.

35. We reached the frontier (53 miles) in just under 4 hours actual going, but could have done it comfortably in 3½ if our driver had not dawdled at the start.

At the frontier we found Captain Seager, the Frontier Officer, and we transferred into the cars which had been sent out from Aden.

It took us another 3½ hours actual going to reach Lahej, which is 47 miles from the frontier, and we reached Aden, where our party broke up, at 4.30 p.m.

The Mission met with a very cordial reception everywhere.

36. The change of attitude of the Yemeni officials and their broader outlook on life generally was very noticeable in contrast to their bearing at the time of the Clayton Mission and when I visited San'a in January, 1932. They seemed to realize that there were other countries in the world besides the Yemen and that the Yemen is only a very small portion of the universe, and very backward. Instead of a constant attitude of suspicion of foreign interference and a desire to live in a world of their own, desire for progress has arisen and the realization that such progress cannot be attained without outside help. In this respect, there appeared to be a very genuine sense of relief that the Treaty with Great Britain had been successfully concluded and a genuine wish that Great Britain should be the Power to whom the Yemen Government should turn to assist her.

I made a point, at every opportunity, of assuring the King, and others, of His Majesty's Government's willingness and desire to assist the Yemeni Government to the best of its ability.

The Foreign Minister's apologies to me for the inefficiency of the Yemen Government, as it is at present, and for the ineptitude and, in some cases, local-mindedness of the King's governors and 'Amils, indicated a realization of the country's failings and weakness. But though these failings are apparent to all thinking Yemeni officials and the desire to eliminate them is sincere, any attempt to do so must be gradual as long as the present autocratic ruler, whose suspicion of Government reform and whose conservatism are still factors with which to reckon, is alive.

37. A very noticeable feature of the King's policy is his fear of permitting anything which might offend Italian susceptibilities. In this he is probably influenced by his Treaty with the Italian Government which was the first Treaty ever made with a European foreign Power and by his consequent disinclination to grant any concession or to approve any suggestion put forward by another foreign Power which he would not be willing to grant to Italy. As instances of this are Sir Bernard Reilly's tentative broaching to Qadhi Raghib of the subject of constructing a landing ground at San'a (*vide* Sir Bernard Reilly's Report), my own mention of the same subject in January, 1932, with regard to a landing ground near Ta'iz (desired by Seiyid Ali, the Governor), the King's refusal to allow a Political Officer to be stationed at San'a on behalf of His Majesty's Government (though were it not for thoughts of Italy he would probably welcome one), his present objection to the proposal of His Majesty's Government that direct W/T communication should be established between Aden and San'a (*vide supra*), and his protests should any aircraft transgress his frontier.

To any such proposals as those mentioned above the reply is usually given that " the present time is not suitable but that after a year or two it is hoped, etc.", and one wonders whether the Imam's Treaty with the Italian Government, which expires in September, 1936 (or May, 1936, if Moslem years are considered), may not influence the reply and that the construction which can be placed on it is that the Treaty will probably not be renewed.

38. As regards succession to the Imamate, although the King's eldest son, Seif al Islam Ahmed, has been proclaimed Crown Prince and Heir Apparent, it seems that his ultimate succession is by no means certain. Although he is said to have the strength, he is not popular and his cruelty and tyranny are likely to cause a revulsion of feeling against his rule and a dread of the future when the reins of Government are in his hands.

Of the Imam's other sons, Seif al Islam 'Ali is probably the one who would receive the greatest support, as he is very popular. He is nominally " Minister of Finance " in the Yemen " Cabinet ", but, I believe, lately got into trouble with his august father for failing in his duties. Report has it that he is fonder of wine and women than trying to balance a budget.

The most favoured opponents of the Crown Prince are the ibn al Wazir family, of whom Seiyid 'Abdullah is the most likely candidate. At present Governor of Hodeida, he has filled many important posts in the past, the most recent one, of course, being the King of the Yemen's representative in the peace negotiations with Ibn Sa'ud. He is a man of strong character and fine presence. As far as one can see, he is on quite good terms at present with the Imam, but the Imam makes a point of sending him to places to do a special job which is likely to make him unpopular with the people. Hence his selection of him temporarily as Governor of the Shafa'i district of Hodeida, immediately after the Sa'udi evacuation and Yemeni re-occupation. As is known, the Shafa'i population of the Tihama proved themselves disloyal during the Sa'udi advance and Seiyid 'Abdullah, on assuming his appointment, had orders to deal with the people with a heavy hand. It is rumoured that one of the King's sons is again going to be appointed Governor of Hodeida, and, if true, it will be interesting to see what work the King will find for Seiyid 'Abdullah.

Even should Seiyid 'Abdullah not consider himself strong enough to make a bid for the Throne, one would not be surprised to find him asserting his independence and proclaiming himself an independent Governor.

Seiyid 'Ali, the cousin of Seiyid 'Abdullah, who is Governor of Ta'iz, is not eligible for the Throne owing to the loss of one eye. He seems to be on good terms with the King, but himself expresses the opinion that there will be upheavals and contentions for the Throne when the King dies.

Another member of the Al Wazir family is Seiyid Muhammad, 'Abdullah's brother, who is Governor of the Dhamar district.

A new claimant to the future Throne has lately arisen in the person of Seiyid 'Ali Hamud of Kokaban, of the Qasim branch of the Imam's family, who is reported to have gained considerable popularity.

39. Wing-Commander Knowles treated a good many patients, at San'a, Ibb, and Ta'iz, and I have already reported how his advice was sought by the King.

At Ta'iz, Seiyid Ali, the Governor, asked his advice about the health of his eldest son, 'Abdullah, who had been out of sorts for some months with an internal complaint, and the 'Amil of Ta'iz consulted him with regard to one of his sons, a boy of about 8. As the Italian doctor, Bertroni, was in charge of the cases, Wing-Commander Knowles went into consultation with him about them and suggested that both the invalids should be sent to Aden as soon as possible, the Governor's son to be X-rayed and the 'Amil's son for an operation, and I extended a welcome to them as political guests during their stay in Aden. This was agreed to and it is expected that they will shortly arrive. Lieutenant Morphew, R.A., was granted leave to proceed with the Mission, to which he was attached, and my thanks are due to him for the various ways in which he assisted me.

I am also very grateful for the assistance rendered to me by Mr. Salih Ja'far, the Residency Political Clerk at Hodeida. His knowledge of the Yemeni personalities and Yemeni politics was invaluable to me and I was glad to ask for and receive his advice.

My thanks are also due to Sergeant Nasir 'Awadh 'Aulaqi and Private 'Abdulghafur Muhammad Yafa'i of the Aden Protectorate Levies, who did good work as orderlies.

40. It is regretted that the estimate of the expenses of the Mission as submitted to His Majesty's Government in telegram No. 208 of 6th August, 1934*, has been considerably exceeded. The reasons for the increase have already been explained in telegram No. 253 of 20th September, 1934†, and the increase is almost entirely due to the necessity for giving larger and more tips and presents and also to an item which was unforseen, namely, the hire of motor transport from the Yemen frontier to Aden.

* 37922/34 [No. 45]: not printed.

† 37922/34 [No. 52]: not printed.

In making out the original estimate, it was not anticipated that the Mission would be received on the same scale of reception as that of Sir Bernard Reilly's Mission, and consequently provision had not been made for the disbursement of tips and presents except on a moderate scale. It therefore came as something of a shock when I was informed at Hodeida of the King's order (paragraph 2), and I at once realized that I should have to reciprocate this treatment by an increase of tips and that the recipients also would increase in proportion to the scale of welcome accorded.

As it was, I always went very carefully into the question of disbursements at the end of our visits to our various halting places, and usually in consultation with Mr. Salih Ja'far, who had accompanied Sir Bernard Reilly and was able to quote precedents in many cases, and once or twice I cut down his recommendations ruthlessly.

As regards the expenditure of £27 on motor transport, as against £12 which would have been the cost of sea passages from Hodeida to Aden, it has already been explained that this was due to the considered advantage of a visit to Ta'iz and a talk with the Governor on outstanding local questions. Personal contact is always preferable to correspondence, and it is hoped that the benefit derived from this visit will be considered to have been worth the extra £15 expended.

M. C. L.

ADEN,
1st October, 1934.

YOUR MAJESTY,

With the exchange of these documents of ratification, the Treaty of San'a has been finally concluded, Praise be to God, and the bonds of friendship between the two Governments cemented.

On behalf of His Majesty the King of Great Britain, etc., and of His Majesty's Government, I express the hope that this friendship will endure permanently that nothing will occur in any way to break or weaken it and that both Nations may co-operate amicably to settle any question of difference which may possibly arise in the future, to improve communications, to foster mutual acquaintance between officials and others of each country, and to encourage trade.

To mark this auspicious and historic event, I have the honour to present a sword to Your Majesty, the gift of His Majesty King George V, in token of His friendship and esteem.

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2. SUPPLY OF MUNITIONS OF WAR TO AND CONVEYANCE OF TROOPS AND MUNITIONS ON BEHALF OF THE KING OF THE YEMEN AND KING IBN SAUD

37949/34 [No. 1]. No. 161.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 6.42 p.m., 27th April, 1934.)

TELEGRAM.

[*Answered by Nos. 164 and 177.*]

(Secret.)

No. 38. 27th April. Imam Officer Commanding at Taiz has sent a confidential agent to me to arrange if possible for purchase from British source 10,000 rifles, 10,000 cases of ammunition, and 20 armoured cars. I have received no direct communication from Imam on the subject but agent has brought a letter from Officer Commanding Taiz stating that he is acting under Imam's instructions.

In this connexion please refer to paragraph 4 of your despatch dated 20th November, 1933*, in which you stated that outbreaks of hostilities between Imam and Ibn Saud might affect the policy of His Majesty's Government on the question of exports of arms to Arabia. I assume that the present state of war precludes purchase of munitions from the United Kingdom by either rulers and I have so informed Yemeni agent, but I shall be glad of definite instructions from you on this point.

I have told the local coastal shipping companies whose vessels fly British flags that they must not convey troops or munitions for either belligerents. Do you approve?

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* 17957/1/33 [No. 7]: not printed.

37949/34 [No. 2]. No. 162.

COLONIAL OFFICE

to

INDIA OFFICE.

[*Answered by No. 170.*]

SIR, Downing Street, 2nd May, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before Secretary Sir Samuel Hoare, a copy of a telegram* from the Resident at Aden regarding the supply of munitions of war to the King of the Yemen and King Ibn Saud and the conveyance of troops and munitions for the belligerents by vessels flying the British flag.

2. Sir Philip Cunliffe-Lister will be glad to be furnished as soon as possible with the observations of Sir Samuel Hoare on the Resident's telegram.

3. It is presumed that the Chief Commissioner at Aden satisfied himself that he had the necessary legal powers before he issued instructions to the local shipping companies, but Sir Philip Cunliffe-Lister will be glad if Sir Samuel Hoare can confirm that such powers exist.

4. Copies of letters† which have been addressed to the Foreign Office, War Office, Admiralty, Board of Trade, and Air Ministry are enclosed.

I am, &c.,

H. R. COWELL.

37949/34 [Nos. 3–7]. No. 163.

COLONIAL OFFICE

to

1. FOREIGN OFFICE.
2. WAR OFFICE.
3. ADMIRALTY.
4. BOARD OF TRADE.
5. AIR MINISTRY.

[*Answered by Nos. 168, 165, 167, 169 and 166.*]

SIR, Downing Street, S.W.1, 2nd May, 1934.

I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before [*To 1*: Secretary Sir John Simon,] [*To 2*: the Army Council,] [*To 3*: the Lords Commissioners of the Admiralty,] [*To 4*: the Board of Trade,] [*To 5*: the Air Council,] a copy of a telegram‡ from the Resident at Aden regarding the supply of munitions of war to the King of the Yemen and King Ibn Saud and the conveyance of troops and munitions for the belligerents by vessels flying the British flag.

2. Sir Philip Cunliffe-Lister will be glad to be furnished as soon as possible with the observations of [*To 1*: Sir John Simon,] [*To 2*: the Army Council,] [*To 3*: the Lords Commissioners of the Admiralty,] [*To 4*: the Board of Trade,] [*To 5*: the Air Council,] on the Resident's telegram.

3. Similar letters are being addressed to the [Foreign Office,] [War Office,] [Admiralty,] [Board of Trade,] [Air Ministry.] A copy of a letter§ which has been sent to the India Office is also enclosed.

I am, &c.,

H. R. COWELL.

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* No. 161. † No. 163. ‡ No. 161. § No. 162.

37949/34 [No. 8]. No. 164.

THE SECRETARY OF STATE

to

THE RESIDENT.

(Sent 9 p.m., 8rd May, 1934.)

TELEGRAM.

(Secret.)

No. 42. Your telegram No. 38 of 27th April*. Pending further instructions, prohibition in last sentence should be immediately withdrawn.

37949/34 [No. 14]. No. 165.

WAR OFFICE

to

COLONIAL OFFICE.

(Secret.)

SIR, The War Office, S.W.1, 5th May, 1934.

I am commanded by the Army Council to acknowledge receipt of your letter, dated 2nd May, 1934†, relating to the supply of munitions to, and the conveyance of troops and munitions on behalf of, the King of the Yemen and King Ibn Saud.

2. In reply, I am to state that the conveyance of troops and munitions for the belligerents by vessels flying the British flag appears to be a matter of international law and custom, on which the Army Council are not required to express an opinion.

3. The Council have no military objection to the supply of arms to either belligerent and they assume that, while provision from Government-owned stocks would constitute an un-neutral act, and would therefore be prohibited, the same reasoning does not apply to the supply of arms by private armament firms. It is the policy of the Council to encourage the export trade of our private armament firms, and for this reason, they deprecate the action taken by the Resident of Aden as reported in his telegram, dated 27th April, 1934‡. Such action will not be effective in limiting the supply of arms to either belligerent, but will only result in the loss of orders by British firms to the advantage of foreign competitors.

4. In this connexion, I am to point out that there is evidence from most secret sources that within the last six months Italy has sold arms to the Yemen to the value of at least £140,000, and that King Ibn Saud has been in negotiation with several foreign countries—notably France, Italy, and Poland—regarding the supply of war material.

5. Copies of this letter are being sent to the Foreign Office, Admiralty, India Office, Board of Trade, and Air Ministry.

I am, &c.,

H. J. CREEDY.

37949/34 [No. 15]. No. 166.

AIR MINISTRY

to

COLONIAL OFFICE.

SIR, Air Ministry, W.C.2, 7th May, 1934.

I am commanded by the Air Council to refer to Mr. Cowell's letter of the 2nd instant§ regarding the supply of munitions of war to the King of the Yemen and to King Ibn Saud and to say that, if the answer given by the Resident at Aden to the Yemeni agent could be understood as referring to supplies of munitions from Government stocks, the Council would be in general agreement with the Colonel Reilly's views.

As, however, it apparently covers also purchases from private manufacturers, the Air Council consider that the refusal to allow export from this country to either belligerent would have no effect other than to divert the orders to other countries.

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* No. 161. † No. 163. ‡ No. 161. § No. 163.

The Air Council are in this respect in agreement with the views expressed by the War Office in their letter of 5th May*. They would also draw attention to the fact that the purchase of two million rounds of small arms ammunition by the Saudi Government from Messrs. Gellatly Hankey was sanctioned as recently as 22nd March (Export Licence No. 17309).

Copies of this letter have been sent to the Foreign Office, War Office, Admiralty, Board of Trade, and India Office.

I am, &c.,
J. M. SPAIGHT.

37949/34 [No. 16]. No. 167.

ADMIRALTY
to
COLONIAL OFFICE.

(Secret.)

SIR, Admiralty, S.W.1, 8th May, 1934.

With reference to your letter of 2nd May, 1934†, concerning the supply of munitions of war to the King of the Yemen and King Ibn Saud and the conveyance of troops and munitions for the belligerents by vessels flying the British flag, I am commanded by My Lords Commissioners of the Admiralty to offer the following observations for the consideration of the Secretary of State for the Colonies.

My Lords see no reason for the imposition of an embargo on the sale of arms or war material to the parties in the present conflict. In any case they presume that an embargo would be applied impartially to both combatants and would not be imposed by this country alone but would be one in which all arms-producing countries would co-operate, as was proposed in the case of Bolivia and Paraguay. They consider that the present situation would be sufficiently met if the conditions set out in the latter part of the second section of paragraph 4 of Colonial Office despatch dated 20th November, 1933‡, to the Resident, Aden, were to apply, i.e., that no Government assistance for the purchase of war material should be given to either party, but that they should be free to obtain the arms they need from British manufacturers.

As regards the conveyance of troops and munitions by vessels flying the British flag, My Lords note that the prohibition proposed by the Resident has now been removed. International law does not forbid such action on the part of neutral vessels even when a state of war has been formally declared, but the vessels do so at their own risk. My Lords consider that the same conditions should apply in the present case.

Copies of this letter are being sent to the Foreign Office, War Office, Board of Trade, Air Ministry, and India Office.

I am, &c.,
J. S. BARNES.

37949/34 [No. 17]. No. 168.

FOREIGN OFFICE
to
COLONIAL OFFICE.

SIR, Foreign Office, S.W.1, 14th May, 1934.

With reference to Colonial Office letter of the 2nd May† regarding the supply of arms and ammunition to King Ibn Saud and the Imam of the Yemen, I am directed by Secretary Sir John Simon to request you to inform Secretary Sir Philip Cunliffe-Lister that he concurs generally in the views expressed in Admiralty letter of the 8th May§ to the Colonial Office, namely, that no Government assistance should be given to either party for the purchase of war material, but that they should be free to obtain the arms they need from British manufacturers. Sir John Simon also shares the Admiralty view as to the conveyance of troops and munitions for the belligerents by vessels flying the British flag.

2. Copies of this letter are being sent to the Admiralty, War Office, Air Ministry and Board of Trade.

I am, &c.,
G. W. RENDEL.

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* No. 165. † No. 163. ‡ 17957/1/3 [No. 7]: not printed. § No. 167.

37949/34 [No. 18]. No. 169.

BOARD OF TRADE
to
COLONIAL OFFICE.

Commercial Relations and Treaties Department,
Board of Trade, Great George Street, S.W.1,

SIR, 18th May, 1934.

With reference to your letter of the 2nd May* regarding the supply of munitions of war to the King of the Yemen and King Ibn Saud, I am directed by the Board of Trade to state, for the information of Secretary Sir Philip Cunliffe Lister, that in their opinion the only justification for refusing to grant to United Kingdom manufacturers licences to export arms to belligerents would be the existence of international obligations to the contrary or some special reason rendering such export detrimental to the national interest.

In the case of the Yemen the Departments concerned agreed in September, 1929, that the embargo on the supply of arms from the United Kingdom which had been in operation for many years should continue in operation. (Your letter of the 15th October, 1929†.)

As regards the supply of war material to King Ibn Saud, it was decided in May, 1926, that the embargo on supplies from the United Kingdom should be removed (your letter of 27th May, 1926‡, to the Foreign Office). In fact an export licence was issued on the 6th April last for the export of 2,000,000 ·303 rifle cartridges (*ex* Air Ministry surplus stores) to the Saudi Government, and it has been ascertained that the goods were shipped for Jeddah on the 26th April.

With regard to the last paragraph of telegram No. 38 of the 27th of April§ from the Resident at Aden, I am to state that if the Foreign Office are of opinion that it is necessary to inform local British coastal shipping companies that they must not convey troops or munitions for either belligerent, and if the Resident has the necessary power, the Board would not wish to raise any question with regard to the Resident's action, but in general they concur in the views expressed in the Admiralty letter of the 8th May||.

A copy of this letter has been sent to Foreign Office, India Office, War Office, Admiralty, and the Air Ministry.

I have, &c.,
T. QUINTIN HILL.

37949/34 [No. 19]. No. 170.

INDIA OFFICE
to
COLONIAL OFFICE.

SIR, Whitehall, S.W.1, 29th May, 1934.

In reply to your letter of 2nd May¶, on the subject of the instructions issued by the Chief Commissioner at Aden to local coastal shipping Companies whose ships fly British flags that they must not convey arms or ammunition for either of the belligerents of the Saudi-Yemeni conflict, I am directed by the Secretary of State for India to say that the Indian Arms Act, 1878, appears to have application in Aden. Section 6 of that Act provides " that no person shall take or bring by sea or land into or out of British India any arms or ammunition or military stores except under a licence and in the manner and to the extent permitted by such licence ". By the General Clauses Act, 1897, " British India " means all territories within His Majesty's dominions which are for the time being governed by His Majesty through the Governor-General of India or through any Governor or other officer subordinate to the Governor-General of India. Rule 8 (*b*) of the Indian Arms Act Rules provides for the manner of exercising certain licensing powers for the import of arms, ammunition, and military stores at Aden. Rule 16 deals with a similar export licence at Aden but subject to the proviso that a licence shall not be granted for export to a port on the seaboard of Arabia other than a port in the political charge of the Political Resident at Aden or of the Political Resident in the Persian Gulf. The above suggests that there is no reason to believe that the action taken by

* No. 163. † C. 69314/29 [No. 11]: not printed. ‡ C.F. 5382/26 [No. 19]: not printed.
§ No. 161. || No. 167. ¶ No. 162.

the Chief Commissioner was *ultra vires*, in so far as it was intended to cover the case of arms or ammunition entering or leaving the Port of Aden, but the Government of India, to whom a copy of this letter is being sent, will be asked to say whether they agree as to this. Sir S. Hoare understands that on general political grounds the Chief Commissioner has now been instructed to withdraw the prohibition pending further instructions.

2. A copy of this letter has been sent to the Foreign Office, Admiralty, Air Ministry, Board of Trade, and War Office.

I am, &c.,
J. G. LAITHWAITE.

37949/34 [No. 27]. No. 171.

MR. J. G. LAITHWAITE (INDIA OFFICE)

to

MR. H. A. F. METCALFE (FOREIGN SECRETARY TO THE GOVERNMENT OF INDIA).

(Copy received in Colonial Office, 2nd June, 1934.)

MY DEAR METCALFE, India Office, S.W.1, 31st May, 1934.

Would you please refer to Colonial Office letter of the 2nd May*, and connected correspondence, of which copies have gone to the Government of India on various dates, in regard to the instructions issued by the Chief Commissioner at Aden to the local shipping companies whose vessels fly British flags that they must not convey troops or munitions for either party in the Saudi-Yemeni conflict. As you will have seen, we were asked to confirm that the action of the Chief Commissioner in issuing the instructions in question was *intra vires*, and I now enclose a copy of a letter† which we have sent to the Colonial Office.

2. The question is of no practical importance in present circumstances, since the Chief Commissioner was instructed at the time to withdraw the prohibition and no complaint appears to have been received from either of the belligerents; but the Colonial Office are anxious to know where they stand in case any difficulty should arise in the future, and we should be grateful if the Government of India would be good enough to let us know whether they agree with the views expressed in our letter of 29th May now enclosed.

Yours, &c.,
J. G. LAITHWAITE.

37949/34 [Nos. 21-26]. No. 172.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

1. MR. C. F. A. WARNER (FOREIGN OFFICE).
2. MR. T. ST. QUINTIN HILL (BOARD OF TRADE).
3. MR. J. G. LAITHWAITE (INDIA OFFICE).
4. MR. J. S. BARNES (ADMIRALTY).
5. MR. J. M. SPAIGHT (AIR MINISTRY).
6. COLONEL R. L. HILL (WAR OFFICE).

[*Answered by Nos. 173, 174, and 37949/34 Nos.* [32] [35] [29] [28].]

Downing Street, S.W.1, 9th June, 1934.

DEAR [WARNER,] [ST. QUINTIN HILL,] [LAITHWAITE,] [BARNES,] [SPAIGHT,] [COLONEL HILL,]

With reference to your official letter of the [14th‡] [18th§] [29th‖] [8th¶] [7th**] [5th††] May regarding the supply of munitions to the King of Saudi-Arabia and the King of the Yemen, I enclose a copy of a telegram which we would propose to send to the Resident at Aden.

Seeing that a Treaty of Friendship has now been signed with the King of the Yemen and that he has evacuated the Protectorate territory which he previously occupied, we think that the embargo on the export of arms from this country to the Yemen should

* No. 162. † No. 170.
‡ No. 168. § No. 169. ‖ No. 170. ¶ No. 167. ** No. 166. †† No. 165.

be removed. If the Departments concerned agree to this course, we presume that the Board of Trade will take steps to withdraw the prohibition on the grant of export licences which has been in operation up to date.

We shall be glad to know as soon as possible whether you concur in the draft telegram.

I am writing similarly to the other departments concerned.

Yours, &c.,
K. W. BLAXTER.

Enclosure in No. 172.

DRAFT OF PROPOSED TELEGRAM TO THE RESIDENT.

Your telegram No. 38 of 27th April*. In the absence of international agreement, His Majesty's Government see no advantage in instituting or maintaining an embargo on export of arms or munitions from this country only. Embargo on export of arms to Saudi-Arabia was removed in 1926 but embargo on export to the Yemen is still in operation. In view however of signature of treaty with King of Yemen and evacuation of Protectorate territory His Majesty's Government see no reason to continue this embargo and arrangements have been made to remove it. King of Yemen will therefore now be in same position as King Ibn Saud and there will be no objection to his placing orders for arms with British manufacturers. I leave to your discretion the time and manner in which this information should be conveyed to the King of the Yemen. On the other hand, supply of arms to either belligerent from Government stocks will not be allowed.

With reference to last paragraph of your telegram, international law does not forbid conveyance of troops and munitions by neutral vessels even when state of war has been formally declared but vessels do so at their own risk. Prohibition was no doubt removed on receipt of my telegram No. 42 of 3rd May† and having regard to position in international law, His Majesty's Government do not consider that any such prohibition should be reinstituted.

37949/34 [No. 30]. No. 173.

MR. C. F. A. WARNER (FOREIGN OFFICE)

to

MR. K. W. BLAXTER (COLONIAL OFFICE).

DEAR BLAXTER, Foreign Office, S.W.1, 14th June, 1934.

I write in reply to your letter of the 9th June‡ to say that we certainly think the embargo on the export of arms to the Yemen should be removed. Our policy during the Saudi-Yemeni conflict has been to avoid favouring either side. So logically the embargo on the export of arms to the Yemen should have been raised before this.

2. Certain phrases in the telegram, which was no doubt drafted when the Saudi-Yemeni war was in full swing, are perhaps hardly appropriate now that there is a truce and terms of peace have been concluded (*The Times* this morning says that Ibn Saud has actually signed the Treaty and that the Yemeni delegate has left for Hodeida with it in order that it may be signed by the Imam). You will probably wish to make some slight modification in these phrases.

3. I am a little doubtful about the wisdom of instructing Reilly to inform the Imam that the embargo has been lifted. It does not seem to me strictly necessary to do so and would look a little like an implied invitation to him to buy arms from us, which, if it became publicly known, would not look too well in these days. I think it would be better merely to tell Reilly that, if the Imam raises the question, he can be told that there is no obstacle to his purchasing arms from firms in this country.

4. Subject to your consideration of the above comments we concur in the draft telegram.

5. I am sending copies of this letter to Walton at the India Office, St. Quintin Hill at the Board of Trade, Colonel Hill at the War Office, Barnes at the Admiralty, and Spaight at the Air Ministry.

Yours, &c.,
C. F. A. WARNER.

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* No. 161. † No. 164. ‡ No. 172.

37949/34 [No. 31]. No. 174.

MR. T. ST. QUINTIN HILL (BOARD OF TRADE)

to

MR. K. W. BLAXTER (COLONIAL OFFICE).

[*Answered by No. 175.*]

DEAR BLAXTER, Board of Trade, S.W.1, 15th June, 1934.

We concur generally in the terms of the draft telegram which you enclosed in your letter to me of the 9th June*, regarding the supply of munitions to the King of Saudi-Arabia and the King of the Yemen. We should, however, like the last sentence of the first paragraph to be altered to read as follows:—

"On the other hand, supply of arms purchased by dealers from United Kingdom Government stocks to either party when belligerent will not be allowed."

The object of this alteration is to make it quite clear on the one hand that it is only actual belligerency which will preclude the issue of licences for arms bought from United Kingdom Government stocks, and on the other that the practice referred to is not one of arming foreign governments direct from British Government stocks but is simply that arms dealers in this country buy stocks of old Government war material and are allowed to export them to foreign governments, so long as those governments are not at war. No doubt you will get Foreign Office approval of the above modification.

If the other Departments concerned concur in the lifting of the embargo on the export of arms to the Yemen, our procedure would be to issue licences for export to that country as we do for exports to other countries, sending, however, each application for scrutiny to the Foreign Office and the Service Departments before issuing the licence.

Would you kindly let us have a copy of the Colonial Office telegram No. 42 of 3rd May† to which reference is made at the conclusion of the draft telegram to the Resident at Aden?

Yours, &c.,

T. ST. QUINTIN HILL.

37949/34 [No. 33]. No. 175.

MR. K. W. BLAXTER (COLONIAL OFFICE)

to

MR. C. H. BOYD (BOARD OF TRADE).

[*Answered by No. 176.*]

DEAR BOYD, Downing Street, S.W.1, 25th June, 1934.

Will you please refer to St. Quintin Hill's letter to me of the 15th June‡ about the supply of munitions to the King of Saudi-Arabia and the King of the Yemen?

Seeing that hostilities have now ceased, we think that it will be sufficient to send a despatch to the Resident at Aden instead of a telegram. Also, as a result of St. Quintin Hill's letter and my recent talk to you on the telephone, we think that the draft will need some recasting. I enclose, therefore, a revised draft§ in the form of a despatch, and shall be glad to know whether you concur in it.

We are not sending it at present to the other Departments interested, as it seems best first of all to be sure that we have set out the general position correctly. As soon as we know that you agree with the draft, or have made any amendments in it which you think desirable, we will send it to the other Departments and obtain their concurrence also.

I enclose a copy of our telegram to Aden No. 42 of the 3rd May†, a copy of which you ask for.

I hope you will be able to send me an early reply to this letter.

Yours, &c.,

K. W. BLAXTER.

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* No. 172. † No. 164. ‡ No. 174. § Not printed.

37949/34 [No. 36]. No. 176.

MR. C. H. BOYD (BOARD OF TRADE)

to

MR. K. W. BLAXTER (COLONIAL OFFICE).

[*Answered by No. 178.*]

DEAR BLAXTER, Board of Trade, S.W.1, 30th June, 1934.

With reference to your letter of the 25th June*, concerning the supply of munitions to the King of Saudi-Arabia and the King of the Yemen, while we concur generally in your draft we think that paragraph 3 might be modified and stated somewhat more simply. So far as concerns material belonging to His Majesty's Government which in a state of war might be placed at the disposal of an ally, the export licensing procedure would not apply and there would not be any sale in the ordinary sense of the word. We think therefore that reference to this might be omitted. If any specific enquiry on this point were made by either of these potentates, it could then be answered. If you accept this view, the remainder of the paragraph might be as follows:—

> The export of arms by firms in this country falls into two categories and in either case export is subject to the issue of a licence by the Board of Trade. The first is the case of arms purchased from armament firms in this country by foreign governments or their agents and the second, of arms surplus to the requirements of the Government Departments which have been disposed of to dealers in this country who are selling them to foreign governments or their agents.
>
> In the first case a licence would not be issued for export to a country against which an embargo had been imposed. In the second case a licence would not be issued for export either to a country against which an embargo had been imposed or to any countries which were in a state of war.

Yours, &c.,

C. H. BOYD.

37949/34 [No. 37]. No. 177.

THE SECRETARY OF STATE

to

THE RESIDENT.

[*Answered by No. 181.*]

(Secret.)

SIR, Downing Street, 9th July, 1934.

I have the honour to refer to your telegram No. 38, of the 27th of April† in which you raise the question of the supply of munitions to King Ibn Saud and the King of the Yemen, and also the question of the conveyance of troops or munitions by local shipping companies whose vessels fly the British flag.

2. With regard to the latter question, international law does not forbid the conveyance of troops and munitions by neutral vessels even when a state of war has been formally declared, but vessels do so at their own risk. The prohibition which you decided to institute was no doubt removed on the receipt of my telegram No. 42 of the 3rd of May‡.

3. The export of arms by firms in this country falls into two categories and in either case export is subject to the issue of a licence by the Board of Trade. The first is the case of arms purchased from armament firms in this country by foreign governments or their agents; and the second, of arms surplus to the requirements of the Government Departments which have been disposed of to dealers in this country who are selling them to foreign governments or their agents. In the first case a licence would not be issued for export to a country against which an embargo had been imposed. In the second case a licence would not be issued for export either to a country against which an embargo had been imposed or to any countries which were in a state of war.

4. An embargo upon the export of arms to Saudi-Arabia existed prior to 1926 and has existed up to the present time in the case of the Yemen. The embargo was removed in the case of Saudi-Arabia in 1926, and in view of the recent signature of a

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* No. 175. † No. 161. ‡ No. 164.

treaty with the King of the Yemen and the evacuation by Yemeni Forces of the Protectorate territory which they previously occupied, His Majesty's Government are prepared now to remove the embargo in the case of the Yemen also. Arrangements have been made accordingly. The King of the Yemen will, therefore, now be in the same position as King Ibn Saud, and there will be no objection to his placing orders for arms with British manufacturers if he desires to do so.

5. If the King of the Yemen makes further enquiry on this subject, there will be no objection to your informing him that there is no obstacle to his purchasing arms from firms in this country. If, however, you think that it is preferable to convey this decision to the King of the Yemen at once, and you will inform me of your reasons for this view, the question of authorizing a communication without waiting for any further move from the King will be considered.

I have, &c.,
P. CUNLIFFE-LISTER.

37949/34 [No. 38]. No. 178.

MR. H. R. COWELL (COLONIAL OFFICE)

to

MR. C. H. BOYD (BOARD OF TRADE).

(Secret.)

DEAR BOYD, Downing Street, S.W.1, 16th July, 1934.

With reference to your letter of the 30th of June*, about the supply of munitions to Ibn Saud and the King of the Yemen, we have substituted the wording which you suggest for the original wording of paragraph 3 of our despatch. On second thoughts, we decided that it was not necessary to obtain the concurrence of the other interested Departments in the draft despatch, and I accordingly enclose a copy of our despatch† in its final form.

Copies of the despatch have been distributed to the other interested Departments.

Yours, &c.,
H. R. COWELL.

37949/34 [Nos. 39-43]. No. 179.

MR. H. R. COWELL (COLONIAL OFFICE)

to

1. MR. C. F. A. WARNER (FOREIGN OFFICE).
2. MR. J. G. LAITHWAITE (INDIA OFFICE).
3. MR. J. S. BARNES (ADMIRALTY).
4. MR. C. G. EVANS (AIR MINISTRY).
5. COLONEL R. L. HILL (WAR OFFICE).

(Secret.)

Downing Street, S.W.1, 16th July, 1934.

DEAR [WARNER,] [LAITHWAITE,] [BARNES,] [EVANS,] [COLONEL HILL,]

With reference to the recent correspondence regarding the supply of munitions to King Ibn Saud and the King of the Yemen, I enclose a copy of a despatch‡ which we have now sent to the Resident at Aden on this subject.

In view of the termination of hostilities in South-West Arabia, the draft telegram needed some re-casting, and as the urgency had disappeared, we decided to turn it into a despatch. The despatch embodies the substance of the draft telegram, amended to meet the point in [*To 1:* Your] [*To 2, 3, 4, and 5:* Warner's] letter of the 14th of June§ while the wording of paragraph 3 of the despatch was suggested by the Board of Trade||.

I am writing similarly to the other interested Departments.

Yours, &c.,
H. R. COWELL.

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* No. 176. † No. 177. ‡ No. 177. § No. 173. || No. 176.

37949/34 [No. 44]. No. 180.

MR. H. A. F. METCALFE (FOREIGN SECRETARY TO THE GOVERNMENT OF INDIA)

to

MR. J. G. LAITHWAITE (INDIA OFFICE).

(Copy received in Colonial Office, 26th July, 1934.)

MY DEAR LAITHWAITE, Simla, 5th July, 1934.

Please see your demi-official letter dated the 31st May, 1934*, in which you enquire whether the Government of India agree with the view taken by the India Office, that the instructions issued by the Chief Commissioner, Aden, to the local shipping companies, whose ships fly British flags, to refrain from conveying troops or munitions for either party in the Saudi-Yemeni conflict were *intra vires* " in so far as it was intended to cover the case of arms or ammunition entering or leaving the Port of Aden ".

2. The Government of India concur in the view taken by the India Office, on the understanding that the words quoted in the preceding paragraph are designed to confine the scope of the opinion expressed therein to the case of arms or ammunition sought to be shipped at Aden for despatch outside British India or sought to be landed at Aden on arrival from some place outside British India.

Yours, &c.,
H. A. F. METCALFE.

37949/34 [No. 46.] No. 181.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 13th August, 1934.)

[*Answered by No. 183.*]

(No. 203.)

(Secret.)

SIR, The Residency, Aden, 1st August, 1934.

I have the honour to refer to your secret despatch of 9th July, 1934†, with regard to the supply of munitions to the King of the Yemen.

2. I consider that it would be preferable to convey to the King of the Yemen as soon as possible the decision of His Majesty's Government that the embargo upon the export of arms to his territory is now removed and that there is, consequently, no objection to his placing orders for arms with British manufacturers if he desires to do so.

3. My reason for preferring this alternative is the possibility of the King of the Yemen desiring to purchase munitions immediately from British firms, but of being still under an apprehension that any enquiry on his part might meet with a refusal. His indirect and tentative enquiries made privately of me through the Officer Commanding Ta'iz during the Sa'ûdi war suggested this, especially as at that time there was no lack of supply from Italian sources.

4. I consider it advisable to disabuse the King of the Yemen of such an opinion in order both to counteract foreign imports into, and to encourage British trade with, the Yemen. As he was never formally notified of the existence of the embargo, I think it will be sufficient if Colonel Lake takes advantage of his impending visit to San'a to inform the Yemeni Government verbally of its removal.

5. The prohibition to which you refer in paragraph 2 of your despatch was removed immediately on receipt of Colonial Office telegram No. 42 of 3rd May, 1934‡.

I have, &c.,
B. R. REILLY,
Resident, &c.

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* No. 171. † No. 177. ‡ No. 164.

37949/34 [No. 48]. No. 182.

FOREIGN OFFICE
to
COLONIAL OFFICE.

(Secret.)

SIR, Foreign Office, S.W.1, 20th August, 1934.

With reference to Colonial Office letter of the 15th August*, I am directed by Secretary Sir John Simon to request you to inform Secretary Sir Philip Cunliffe-Lister that, since the proposed oral communication to the Yemeni Government to the effect that there is now no obstacle to the purchase of arms by that Government from firms in this country seems unlikely to achieve undesirable general publicity, no objection is seen to such a communication, so far as this Department is concerned.

I am, &c.,
C. F. A. WARNER.

37949/34 [No. 49]. No. 183.

THE SECRETARY OF STATE
to
THE RESIDENT.

(Sent 7.30 p.m., 21st August, 1934.)

TELEGRAM.

(Secret.)

No. 74. Your despatch secret No. 203 of 1st August†. I agree that Lake should convey intimation to King of the Yemen as you suggest. I should prefer however that he should refrain from any reference to embargo, and should merely state that no obstacle now exists to the purchase of arms from firms in this country by the Yemeni Government.

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3. SUPPRESSION OF THE SLAVE TRADE

38180/34 [No. 4]. No. 184.

THE SECRETARY OF STATE
to
THE RESIDENT.

(Sent 8.40 p.m., 3rd January, 1934.)

TELEGRAM.

[*Answered by No. 185.*]

No. 3. Secret. Following for Reilly:—

Begins:—1. Anti-Slavery Society have enquired whether it is intended to include Slavery Article in proposed treaty with Imam.

2. League of Nations Committee of Experts sitting at Geneva in 1932 recommended that every European Power making treaty with any Arab State or Sultanate should endeavour to obtain insertion of a clause to abolish slavery. Copy of their report was sent to Aden in my Circular despatch of 28th November, 1932. It is important that His Majesty's Government should make every reasonable effort to comply with this recommendation.

3. During Clayton negotiations in 1926 Imam was prepared to include in treaty article stating that he would by every possible means assist His Majesty's Government in their endeavours to prevent the African slave-trade by sea (see Annexure 8 to Clayton's Report).

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* 37949/34 [No. 47]: not printed. † No. 181.

4. His Majesty's Government do not consider that conclusion of present treaty (main object of which is to regularize position of frontier) should be made dependent upon insertion of article relating to slavery. But principle involved is of real importance and short of actually jeopardizing the conclusion of treaty, a risk which of course we are most anxious to avoid, you should endeavour to secure reinsertion of this provision, or alternatively of provision corresponding to Article 7 of Treaty of Jedda of 1927 with King Ibn Saud, by which latter undertook to " co-operate by all the means at his disposal with His Britannic Majesty in the suppression of the slave-trade ", either by article in body of treaty, or if Imam should strongly prefer it by separate exchange of notes.

5. If you have not yet informed Imam of willingness of His Majesty's Government to remove embargo on export of arms if treaty is concluded (see paragraph 4 of my secret despatch of 20th November*) you may think it possible to utilize this concession with a view to securing exchange of notes or treaty article as suggested above. I do not wish however to press this if you consider that it would further complicate your task.

6. I should be glad if you could reply to this telegram at early date as no answer is being sent to Society in meantime. *Ends.*

38180/34 [No. 8]. No. 185.

THE RESIDENT
to
THE SECRETARY OF STATE.

(Received 1.50 p.m., 9th January, 1934.)

TELEGRAM.

9th January. No. 89. Ensuing from Reilly:—

Begins.—Your cypher telegram† Imam has assured me of his willingness to co-operate in suppression of slave trade and will confirm this assurance in an exchange of notes after signature of treaty. *Ends.*

38180/34 [No. 12]. No. 186.

COLONIAL OFFICE
to
ANTI-SLAVERY AND ABORIGINES PROTECTION SOCIETY.

[*Answered by 38180/34 [No. 17].*]

(Confidential.)

SIR, Downing Street, 22nd January, 1934.

I am directed to refer to your letter of the 15th of December, 1933‡, addressed to Sir John Simon, in which the hope is expressed that it may be possible to secure in the proposed treaty with the Imam of the Yemen some definite commitment by the Imam with regard to the question of slavery.

2. Lieutenant-Colonel Reilly, the Resident at Aden, is at present at Sanaa in the Yemen conducting negotiations with the Imam for the conclusion of a treaty. The main object of the treaty is to regularize the position on the frontier between the Yemen and the Aden Protectorate; but Lieutenant-Colonel Reilly has taken the opportunity to raise with the Imam the question of the suppression of the slave-trade, and it is very satisfactory that he has been able to report that he has received an assurance from the Imam of the latter's willingness to co-operate in the suppression of the trade, and to confirm this assurance in an exchange of notes, if the treaty is actually concluded.

3. I am to request that the information contained in this letter should be regarded as confidential and that nothing should be published on the subject at this stage.

I am, &c.,
O. G. R. WILLIAMS.

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* No. 160 in Middle East, No. 46. † No. 184. ‡ No. 167 in Middle East, No. 46.

D. DEFENCE OF ISLANDS OF PERIM AND KAMARAN

17926/33 [No. 5A]. No. 187.

DEFENCE OF THE ISLANDS OF PERIM AND KAMARAN.

STATUS OF PERIM.

1. Perim is a small island in the Straits of Bab-el-Mandeb about 1½ miles from the south-west corner of Arabia. It was occupied by the British in 1799, abandoned, and then re-occupied in 1857. It is administered by the Government of India, through a Government Agent, as part of the Aden Settlement.

STATUS OF KAMARAN.

2. Kamaran is an island in the Red Sea, situated close to the Arabian coast, 200 miles north of Perim. It was formerly in Turkish possession, but since 1915 it has been occupied by the British, who, in co-operation with the Dutch, supervise the Quarantine Station established on the island for the pilgrims to Mecca. The island was not expressly mentioned in the Treaty of Lausanne, but under Article 16 of the Treaty its future is left to be settled " by the parties concerned ". No settlement of the future of Kamaran has been effected, and its political status remains undefined. It is at present administered by the Government of India through a civil administrator, who is under the control of the Resident at Aden.

DEFENCE OF ADEN, PERIM AND KAMARAN.

3. The defence of Aden is the responsibility of the Royal Air Force, who discharge this responsibility by means of—

(*a*) aeroplanes;
(*b*) armoured cars;
(*c*) the Aden Protectorate levies intended for the ground defence of the Aden Settlement; and
(*d*) the Protectorate tribes for employment in the Aden Protectorate.

There is also a heavy battery of Royal Artillery, an anti-aircraft section, and a Company of Royal Engineers.

In addition, a force of locally-recruited armed police was created to strengthen the ordinary civil police and to afford them the support, previously provided by the British and Indian battalions stationed at Aden, in times of local disturbances threatening internal security. Small detachments of the armed police, numbering about 30 in each case, garrison Perim and Kamaran. It was originally intended that Kamaran should be garrisoned by a platoon of the Protectorate levies, but it was eventually decided to substitute a detachment of the armed police, partly, if not wholly, in view of Italian suspicions regarding the island. The Italian Government's interest in Kamaran is described in paragraphs 10–12 below.

INCIDENCE OF COST OF POLICE.

4. After considerable discussion, it was agreed that the Government of India could not be expected to bear any expenditure additional to that regarded as necessary to bring the civil police to a reasonable level of efficiency, and that His Majesty's Government should contribute £5,000 per annum towards the cost of the reorganized police force, with an additional £3,000 per annum in respect of the policing of Kamaran.

PROPOSAL TO STRENGTHEN THE DEFENCE OF PERIM AND KAMARAN.

5. In March, 1933, the Resident proposed to the Government of India that the defence of Perim and Kamaran should be strengthened by the addition of (*a*) one Lewis gun and ammunition for Perim, (*b*) two Lewis guns with ammunition for the police, and ten service rifles with ammunition for civilian officials at Kamaran, and (*c*) one Lewis gun and ammunition and one D.P. gun for instructional purposes at Aden. The total cost of these additional armaments is estimated at approximately £503. In recommending these additions, the Resident had in mind the necessity for securing the safety of the islands against sporadic attacks by turbulent tribesmen from the mainland in peace time, the risk of which has been greatly increased, especially in the case of Kamaran, by the possibility of conflict between Ibn Saud and the Imam of the Yemen. The Resident also expressed the opinion, after consultation with the Officer Commanding British Forces in Aden, that, while the responsibility for defence of the islands against an enemy Power in time of war would, of course, remain with the Officer Commanding the British Forces in Aden, the Commandant of Police must be responsible to the Resident " for internal security and for dealing with local raids such as an attack by tribesmen to loot, damage property, or attempt to secure the islands ".

VIEW OF THE GOVERNMENT OF INDIA.

6. In reply to the Resident's request, the Government of India maintained that the armed police are not expected to defend the islands against external aggression, which is the responsibility of Imperial Forces; and they suggested that any expenditure on account of additional defence measures for that purpose must be borne by His Majesty's Government.

7. The Resident then submitted, for the consideration of the Colonial Office in consultation with the India Office and the Air Ministry, the question of principle involved, namely, whether the defence of the islands of Perim and Kamaran against sporadic acts of aggression in peace time, as distinct from organized acts of aggression in war time, is the responsibility of Imperial Forces, and so of His Majesty's Government, or of the police, i.e., of the Government of India. The following correspondence on the subject is annexed to this memorandum:—

Annexure A, Resident at Aden to Government of India, 24th March, 1933, with enclosure.
Annexure B, Government of India to Resident at Aden, 23rd October, 1933.
Annexure C, Officer Commanding British Forces at Aden to Resident at Aden, 18th November, 1933.
Annexure D, Resident at Aden to Secretary of State for the Colonies, 22nd November, 1933.

CORRESPONDENCE RELATING TO THE ARRANGEMENTS FOR POLICING OF PERIM AND KAMARAN.

8. The view of the Government of India that the police are not responsible for the defence of the islands of Perim and Kamaran against any form of external aggression is supported by the following extracts from the correspondence regarding police arrangements:—

(*a*) In a despatch from Sir Stewart Symes (then Resident at Aden) to the Government of Bombay dated 4th August 1928:—

> " The question of the cost of the police detachment at Perim and Kamaran is on a different footing. The circumstances and isolation of these islands demand that the police stationed there should be given special organization and training. Actually their primary function is to protect the islands from murder and sabotage by coolies or bandits from the mainland. It has been decided to substitute armed police for the small military garrison which would be charged with this function, but the nature of the function has not changed. I consider, therefore, that it would be reasonable to ask His Majesty's Government to make an annual subvention to the Aden Police Force to meet the cost of training and maintenance of the police detachments on these islands ".

(*b*) In a letter from the Colonial Office to the Air Ministry of 10th November, 1928, the following suggestions were made:—

> " (1) That such additional expenditure as would, in any case, have been necessary to bring the Aden Police Force to a reasonable state of efficiency for the purpose of *civil* duties should be borne by the Government of India.
>
> " (2) That the cost of such increase in the force as may be found necessary to enable it to take over duties which have hitherto been undertaken by the military forces should be borne by His Majesty's Government. Such increase would, of course, take the form of armed police . . . . . .
>
> " (4) That the cost of such police as are required on the islands of Perim and Kamaran for the purpose of *police duties only* should be borne by the Government of India ".

(*c*) In a memorandum enclosed in a letter from the Air Ministry to the Colonial Office of 19th November, 1928, under the heading " Conclusions " the following passage appears:—

> " (4) *Suggested basis of settlement.*—The British Exchequer to offer to pay a larger grant-in-aid for the police at Perim and Kamaran, as proposed by the Resident. The Treasury might agree to the Colonial Office paying £8,000 a year to the Government of India on an undertaking that forces of not less than 40, or more than 50, police were maintained at Perim and Kamaran on a standard of efficiency approved by the head of the reorganized Aden police ".

(*d*) In a letter from the Air Ministry to the Colonial Office of 2nd March, 1929:—

" They have never contemplated and do not in any way desire that the police of the Aden Settlement should undertake any other duty than that of the maintenance of internal security save in the case of the islands of Perim and Kamaran, where they recognize that to some extent armed police will take the place of a military detachment ".

(*e*) In a letter from the India Office to the Colonial Office of 18th October, 1929, the following suggestion is made:—

" His Majesty's Government will contribute a sum of £8,000 per annum towards the cost of the reorganized police force, this sum being made up of the £5,000 proposed in your letter of the 15th June, and of the additional £3,000 in respect of Kamaran ".

(This additional £3,000 was rendered necessary by the abandonment of the original proposal to provide additional levies for the policing of Kamaran.)

Conclusion.

9. It seems clear from the above extracts that responsibility for the defence of Perim and Kamaran whether against sporadic attacks in peace time or organized attacks in war time rests with the British Government. In the absence of any other forces, and pending reinforcements, the duty of defence lies on the police, particularly in the case of Kamaran, where, owing to their understanding with the Italians (see paragraphs 10–12 below), His Majesty's Government are debarred from keeping other armed forces. In recognition of this duty the British Government contributes to the cost of the Aden police; while, in so far as that force is occupied in the maintenance of internal order, the cost is borne by the Government of India. The British Government's contribution of £8,000 was fixed on the understanding that the police forces at present in the islands would be adequate. If now it is held by the military experts that these forces require either additional strength or additional equipment in order to provide for defence against external aggression, it would appear to be for the British Government to meet the additional cost.

Italian Interest in Kamaran.

10. In dealing with the question of the defence of Kamaran it is necessary to bear in mind Italian suspicions of the intentions of His Majesty's Government in regard to that island. As stated in paragraph 2 above, the status of Kamaran is still undefined and the Italians have always feared that His Majesty's Government were engineering a " gradual occupation " of the island. Kamaran was one of the subjects discussed at Rome in 1927 by representatives of the two Governments, and His Majesty's Government then admitted that, while it was a vital British interest that no European Power or unfriendly Arab Ruler should become established in Kamaran, this was equally the interest of Italy. At the same time it was agreed that it was desirable that the two Governments should maintain close touch with each other in all questions affecting the Red Sea and Southern Arabia.

11. For that reason it was considered appropriate to inform the Italians that native police were about to be sent to the island, and the Italians agreed to this plan. Later, however, it was found advisable to substitute Aden levies for the police, and on hearing of this change of plan the Italians took the opportunity to suggest that they should co-operate with His Majesty's Government in policing Kamaran, a co-operation which would in practice amount to a joint occupation of the island. This suggestion was refused on the grounds of administrative difficulties, but the Italians were informed that after all it had been decided to carry out the policing of Kamaran by means of civil police recruited from the Aden Protectorate.

12. It is, therefore, necessary to avoid any appearance of militarizing the police garrison in Kamaran; and in dealing with the question of strengthening the garrison it is for consideration whether the equipment of the police with Lewis guns could be regarded as effecting a change in its character which might be represented as inconsistent with the previous statement that civil police were being substituted for levies.

Colonial Office,
January, 1934.

[17926/33 [No. 1].]

Annexure A to No. 187.

(Secret.) (No. C./172.)

Sir, The Residency, Aden, 24th March, 1933.

I have the honour to refer to paragraph 1 (4) of the Government of India letter No. F.193/N/30 dated 9th August, 1930, sanctioning the reorganization scheme of the Aden Police Force, and to state that the duty of garrisoning the islands of Perim and Kamaran has been undertaken by the Aden Armed Police from 21st April, 1929, and 25th June, 1931, respectively. The degree of responsibility that rests upon the Armed Police for the protection of these two islands has been under consideration, and, after consultation with the Officer Commanding British Forces in Aden, I have come to the conclusion that the Commandant of Police must be responsible to the Chief Commissioner for internal security and for dealing with local raids such as an attack by tribesmen to loot, damage property, or attempt to capture the islands. The responsibility for the defence of the islands against an enemy Power in time of war would of course remain with the Officer Commanding the British Forces in Aden.

2. On this assumption I have directed the Commandant of Police to draw up plans of defence to meet situations such as those referred to above. The preparation of satisfactory schemes has been difficult owing to the fact that the garrisons are in practice limited to 30 men in each island, and in order to make them effective the Commandant of Police considers that two Lewis guns should be added to the armaments of the detachment at Kamaran and one Lewis gun to that of the detachment at Perim, without which he submits that the islands cannot be defended satisfactorily. The Commandant of Police further proposes that there should be a Lewis gun and a D.P. gun at Aden for purposes of training. The cost of one Lewis gun is approximately £45 and the cost of a D.P. gun is £14 10*s*. 0*d*. To this must be added 22 per cent. departmental charges if the weapons are purchased through the Royal Air Force. Component parts are available in Aden, and the Officer Commanding the Forces is prepared to arrange the necessary repairs to be carried out by the Royal Air Force personnel in Aden.

3. The Commandant of Police has also examined the question of arming civilians at Kamaran. There are usually about ten officials connected with the Administration on the island. The Commandant of Police considers that they ought to be provided with Service rifles to enable them to reinforce the armed police garrison in case of emergency, and he recommends that ten rifles be supplied to the Civil Administrator, Kamaran, for this purpose. The cost of one rifle complete is £7 0*s*. 3*d*. To this must be added 22 per cent. departmental charges if the weapons are purchased through the Royal Air Force. A reserve of 2,000 rounds of ammunition should be kept in the island.

4. With regard to Perim, there are already fifteen Service rifles and sufficient reserve ammunition in the possession of the Perim Coal Company for the use of its employees if and when the Perim Defence Scheme is put into operation, and no further provision is required at present.

5. I have discussed the recommendations of the Commandant of Police with the Officer Commanding the Forces, and we are of opinion that they ought to be adopted. I accordingly recommend that the purchase of the guns and rifles for which he asks be sanctioned. The total cost involved is set out in the accompanying statement.

6. Although no emergencies such as those contemplated have arisen in the past, it must be borne in mind that danger from the mainland is always a possibility in the event of disturbances resulting from warfare between adjacent Arab States, or from serious rebellions or disputed successions within them. I therefore regard it as a matter of importance that adequate provision be made for the internal and external security of the islands, and trust that my recommendations will meet with the approval of the Government of India.

I have, &c.,
B. R. Reilly,
Chief Commissioner.

The Secretary to the Government of India,
Foreign and Political Department,
New Delhi.

STATEMENT OF COST.

Kamaran.			
2 Lewis Guns @ £45 each	90	0	0
10 Service rifles @ £7 0s. 3d. each	70	2	6
10,000 rounds ammunition for Lewis Guns	67	2	6
2,000 rounds ammunition for rifles	13	8	6
Perim.	£	s.	d.
1 Lewis Gun @ £45	45	0	0
5,000 rounds ammunition for Lewis Gun	33	11	3
Aden.	£	s.	d.
1 Lewis Gun @ £45	45	0	0
1 D.P. Gun @ £14 10s. 0d.	14	10	0
5,000 rounds ammunition for Lewis Gun	33	11	3
	412	6	0
Add Departmental charges @ 22 per cent.	90	13	0
	£502	19	0

[17926/33 [No. 1].]

Annexure B to No. 187.

(Confidential.)
(No. F.95—N/33.)
To Chief Commissioner, Aden.

Government of India,
Foreign and Political Department,
New Delhi, 23rd October, 1933.

Proposed strengthening of the Defence of Perim and Kamaran Islands.

Reference your letter No. C/172, dated the 24th March, 1933. The Government of India deferred detailed consideration of the proposals contained in the letter referred to above, as they involved a new expenditure of approximately Rs.6,700/- which it was too late to provide in the Budget for 1933-34. The matter will be considered in connexion with the Budget for 1934-35, but the Government of India will be glad if you will re-examine the proposals urgently in the light of the following observations.

2. The proposed addition of two Lewis guns for Kamaran, one for Perim and one for Aden, together with the supply of ten Service rifles to the civilian officials of Kamaran, is intended to meet attacks from the mainland which you consider to be " a possibility in the event of disturbances resulting from warfare between adjacent Arab States, or from serious rebellions and disputed successions within them ". You have also held that the Commandant of Police must be responsible for " dealing with local raids such as an attack by tribesmen to loot, damage property, or attempt to capture the island ". The question of responsibilities of the Civil Police was fully discussed by His Majesty's Government in 1929 in connexion with the Gerrard scheme, and His Majesty's Government came to the conclusion that they did not expect the Armed Police " to be in any way responsible for dealing with external aggression. This would be the business of the military garrison ". His Majesty's Government also strongly held the view that the Imperial forces maintained at Aden were adequate to meet all military emergencies, and that the responsibility resting on the Government of India was for maintaining a Police force adequate to perform such duties as are normally performed by a special Police force, armed or unarmed, in a colony where an Imperial Garrison is maintained. The Government of India will be glad to know if, in the light of these comments, you still consider it necessary to proceed with the proposals, especially at a time of financial stringency like the present. Further, as your proposals are designed to strengthen the defence against external aggression, a subject for which His Majesty's Government are responsible, the Government of India will be glad to know whether the proposals cannot appropriately be submitted for the consideration of His Majesty's Government as affecting the military expenditure of Aden.

The issue of the above has been authorized.

V. NARAHARI RAO,
Additional Deputy Secretary to the
Government of India.

[17926/33 [No. 2].]

Annexure C to No. 187.

(Secret.)
(Reference No. Aden/22/1/Air.)

Headquarters, British Forces,
Steamer Point, Aden, Arabia,
18th November, 1933.

Defence of Perim and Kamaran.

SIR,

I have the honour to refer to your letter No. C/617 dated 9th November, 1933, forwarding a copy of a letter from the Government of India on the subject of the issue of automatic weapons and additional rifles for the protection of the islands of Kamaran and Perim against incursions from the mainland.

2. The Government of India hold the view that the Armed Police Detachments at these islands are responsible for internal security only and that the protection of the islands against external aggression is a military responsibility with which the Armed Police are not concerned.

3. This contention raises an important point of policy on which I consider that a ruling must be obtained.

4. The islands are exposed to two possible forms of external attack:—

(*a*) An organized or semi-organized attack by an enemy Power in time of war. In this case the defence would be a military liability which would properly devolve, in so far as his resources will allow, on the Officer Commanding British Forces in Aden. The responsibility for defence against this form of attack is not in question.

(*b*) A sporadic raid carried out for purposes of loot by tribal forces or brigands from the mainland during peace.

The defence of the islands in such a contingency must, in the early stages at least, devolve on the only form of garrison which the islands possess, viz., the Armed Police, who should be properly organized and equipped to carry out this function. As, however, the Officer Commanding, British Forces, does not exercise control either over the Commandant of Police or over his Armed Police, it is clear that he is not in a position to draw up plans to meet such an attack, and the responsibility for countering attacks of this nature, in their initial stages, must rest with the Commandant of Police, and his Police must be properly equipped to deal with them. At a later stage of the attack it may be possible for the Officer Commanding, British Forces, to intervene by using aircraft, but the amount of assistance that the co-operation of aircraft will afford must obviously depend on the circumstances of the attack.

5. Although this point of view has not been specifically put forward in the past, it was implied by Chapter II, paragraph 7, of the Aden Defence Scheme, 1931, which states:—

> " Defence against an attack from the mainland is provided by the local forces which consists of Armed Police, Land Police, unarmed Harbour Police, and local armed civilians, supplemented by air action by Air Forces stationed in Aden ".

This paragraph was passed by the Oversea Defence Committee without comment, and in the 1933 Edition of the Scheme which is now before the Oversea Defence Committee an attempt has been made to define the position and responsibility more precisely and Chapter II, paragraphs 7 and 8 now read:—

> " 7. Defence against sporadic attacks from the mainland in time of peace and internal security measures are the responsibilities of the Commandant, Aden Police. The local forces available for this purpose consist of Armed Police, Land Police, unarmed Harbour Police, and armed local civilians, supplemented, if circumstances permit, by air action by Air Forces stationed at Aden. A local defence scheme has been prepared by the Commandant, Aden Police, and approved by the Chief Commissioner in consultation with the Officer Commanding, British Forces at Aden. A copy of this scheme is at Appendix II.D.
>
> " 8. In time of war the responsibility for the land defence of Perim against the forces of an enemy Power and their allies rests with the Officer Commanding, British Forces at Aden. As, however, no military garrison is maintained at Perim, no detailed defence arrangements can be formulated in peace, and it is unlikely that any forces could be spared from Aden in war until after the reinforcements have been received ".

6. I am aware that this is, to some extent, a reversal of the policy set out in the Gerrard Report of 1929, but I feel that when this Report was drawn up the possibility of minor raids from the mainland in time of peace was overlooked or underestimated, and that the Report had in mind rather the defence of the islands in the event of war. I understand that you hold the view that minor raids, although perhaps unlikely, cannot be entirely discounted, particularly if the powerful rule of the present Imam of the Yemen were, for any reason, to be relaxed. The outbreak of hostilities between the Imam and Ibn Saud, which now appears imminent, may well produce such a relaxation of control and gives reality to a problem which in the past may have appeared academic, and I therefore consider it important that the responsibility for the protection of the islands should be clearly defined. I suggest that formal approval be obtained for the formula set out in the revised Defence Scheme (see paragraph 5 above).

7. I would add that, as your Military Adviser, I entirely agree with the local defence schemes for Perim and Kamaran which have been drawn up by the Commandant of Police, and strongly urge that steps should be taken to ensure the early provision of the additional automatic weapons and rifles required to put these into effect.

I have, &c.,
O. T. BOYD,
Group Captain,
Commanding, British Forces, Aden.

The Resident and Commander-in-Chief,
Residency Office, Aden.

[17926/33 [No. 2].]

Annexure D to No. 187.

(Secret.) (No. 277.)

SIR, The Residency, Aden, 22nd November, 1933.

I have the honour to refer to my Secret despatch No. 68 dated 29th March, 1933,* forwarding to you a copy of a letter No. C/172 dated 24th March, 1933,† that I had addressed to the Government of India in the Foreign and Political Department on the subject of the defence of Perim and Kamaran Islands. I have now received a reply‡ from the Government of India, a copy of which I enclose.

2. It will be seen that the Government of India disagree with my view that the Commandant of Police must be responsible to the Chief Commissioner for dealing with local raids such as an attack by tribesmen to loot, damage property, or attempt to capture the islands. This raises a question of principle, to which the present imminence of hostilities on the mainland opposite Kamaran gives especial point, and I consider it necessary to obtain a definite decision of the issue involved.

3. I have accordingly asked the Officer Commanding the Forces in Aden to re-state his views on this subject in the light of the opinion expressed by the Government of India, and I enclose a copy of a letter dated 18th November, 1933,§ in which he has done so. He proposes to forward a copy of this letter direct to the Air Ministry. I am in complete agreement with Group-Captain Boyd, and I adhere to the opinion that I expressed in my letter No. C/172 dated 24th March, 1933, to the Government of India, to which I have referred above. I consider that the proposals which I made in that letter are necessary for securing the safety of the islands against the possibility of local raids, but I have informed the Government of India that I am willing to leave these recommendations in abeyance pending a decision as to where the responsibility rests for dealing with dangers of this nature.

4. The possibility of a conflict between the Saudi and Yemeni forces on the southern border of Asir illustrates the risks to which Kamaran may be exposed. In the event of the Imam's troops suffering a serious defeat in this neighbourhood, his authority on the mainland opposite Kamaran would collapse, and in the resulting confusion a crowd of refugees might seek shelter in Kamaran. I have instructed the Civil Administrator, Kamaran, not to prevent non-combatants such as old men, women, and children from doing so; but that, as far as possible, others should not be allowed to land, unless for reasons of humanity he considers it impossible to refuse them admittance, or unless,

* 12502/1/33 [No. 4]: not printed. † Annexure A. ‡ Annexure B. § Annexure C.

owing to the small number of police in the island, he is unable to prevent their entry. I have instructed him to disarm and intern, under police guard, any combatants or potential combatants who come into the island in this way. There is also the possibility that in the general disorder caused by a war some of the piratical elements among the neighbouring tribes might attempt a raid on the Kamaran Treasury. If dangers of this sort are foreseen, I propose to ask for one of the Red Sea Sloops to be sent to Kamaran, but in the event of their arising very suddenly or unexpectedly the only force immediately available for dealing with them is the armed police of thirty men, who are under civil control and are not under the command of the Officer Commanding the Forces in Aden. I am strongly of opinion that their means of protecting the island ought to be strengthened in the manner that I have recommended.

5. I shall be grateful if this subject can be discussed with the Air Ministry and the India Office in order to decide the question of principle involved, and I hope that you will approve of the view which appears to the Officer Commanding the Forces and to me to be the correct one.

I have, &c.,
B. R. REILLY,
Resident, &c.

His Majesty's Secretary of State for the Colonies,
London.

37926/34 [No. 14A]. No. 188.

NOTE OF A MEETING HELD AT THE COLONIAL OFFICE ON THURSDAY THE 22ND FEBRUARY, 1934, TO DISCUSS THE QUESTION OF ADDITIONAL EQUIPMENT FOR THE POLICE GARRISONS ON THE ISLANDS OF PERIM AND KAMARAN.

Present:—

MR. COWELL (in the Chair), MR. JAMES } Colonial Office.
MR. LAITHWAITE, MR. CROMBIE } India Office.
SQUADRON LEADER LEDGER, Air Ministry.
MR. JOHNSTONE, Foreign Office.
MR. FREETHY, Treasury.

1. MR. COWELL explained that the proposal to provide the garrisons of Perim and Kamaran with additional equipment had been made by the Resident in view of the increased fear of sporadic raids by disorganized tribesmen from the mainland. Although the situation had improved as a result of the Treaty concluded with the Imam there still remained the possibility of disturbances resulting from the unsettled situation between Saudi Arabia and the Yemen. He referred to the memorandum circulated before the meeting in which reference was made to the terms on which His Majesty's Government contribute £8,000 a year to the cost of the Aden Police Force, on the understanding that detachments should be maintained in Perim and Kamaran. Of this sum £3,000 was definitely allocated in respect of the defence of Kamaran and was estimated to cover the cost of the police detachment on that island; but the additional expenditure now proposed was not contemplated when this figure was fixed. The Colonial Office would be prepared to accept the view that the cost of such additional equipment as might be found necessary should be met from Imperial funds. He said he would like the Air Ministry's views regarding the danger of such sporadic attacks and the capability of the present garrisons in Perim and Kamaran to deal with them.

2. SQUADRON LEADER LEDGER said that the Air Ministry agreed with the view of the Resident and the Officer Commanding, British Troops at Aden, that raids by tribesmen from the mainland were a possibility, and he pointed out that the latest news about the Saudi-Yemeni situation was less reassuring. The Air Ministry also agreed that the garrison as at present equipped was not adequate to cope in the first instance, with attacks of the nature contemplated, and although air assistance could probably be sent from Aden this should not be taken into account when estimating the strength and equipment of the force required for the defence of the islands in peace time. The police garrisons should be properly equipped to enable them to carry out their tasks and he considered that with the additional equipment proposed, the defences of the islands would be considerably strengthened and that there would be less to fear from attacks from the mainland such as envisaged by the Resident.

3. MR. FREETHY referred to the arrangement regarding the incidence of cost of the police at Aden and suggested that it might be possible to secure a contribution from the Government of India in view of the fact that there was the quarantine station on the island of Kamaran in which that Government was interested.

4. MR. LAITHWAITE said he did not think that the existence of the quarantine station affected the question. His Majesty's Government had taken over responsibility for defence against external aggression. The equipment now under discussion was required purely for defence purposes and its cost ought in his view to fall on Imperial revenue.

5. MR. JOHNSTONE said that the Foreign Office wished to raise a general point regarding the status of Kamaran. It appeared from the correspondence that there was some confusion in the minds of the local authorities in as much as they treated the islands of Perim and Kamaran as on a par in matters of defence. For instance, in his letter of the 24th March, 1933*, the Resident stated that the responsibility for the defence of the islands against an enemy Power in war time would remain with the Officer Commanding the British Forces in Aden; and a similar statement was contained in paragraph 4(*a*) of the letter from the Officer Commanding, British Forces in Aden, to the Resident, dated the 18th November, 1933†. The Foreign Office were unable to accept this view. Kamaran is not a British possession but only administered by His Majesty's Government, its status being left under the Treaty of Lausanne for settlement after consultation between the interested Powers. This being so, His Majesty's Government could not assume the responsibility for the defence of the island against attack by a recognized Power and they would not be justified in taking any exceptional measures of defence which would convey the impression that they intended to occupy the island permanently and to treat it in fact as a British possession. The Foreign Office therefore wished to ask that strict instructions should be issued to the local authorities that Kamaran should always be dealt with as an entirely separate and independent question and that any measures which it was necessary to take in regard to it should be dealt with on their merits and as being quite distinct from any measures taken in connexion with any British territory. It would be convenient if in future all correspondence regarding Kamaran were dealt with separately and independently of correspondence regarding areas under British sovereignty.

6. MR. LAITHWAITE recalled the fact that there was the quarantine station on Kamaran in which the Government of India had an interest. He agreed, however, that something should be said to the local authorities regarding the peculiar status of Kamaran, but thought that care should be exercised in framing the terms of any instructions.

7. MR. COWELL said that the best way would be to deal with the general question raised by the Foreign Office in a separate despatch.

8. MR. JOHNSTONE said that as regards the desired increase of equipment, the Foreign Office did not wish to obstruct the Resident's proposal if he still considered it absolutely necessary to proceed with it. The Italian Government, however, were very sensitive regarding Kamaran and if they got to know of the additional police armaments they would probably begin asking questions. The Foreign Office thought that a satisfactory reply could probably be returned to such inquiries but they would be glad if the Resident could be asked to carry out the actual training of the police and transport of the guns to Kamaran as unobtrusively as possible.

9. MR. COWELL said that the training would be carried out in Aden, not in the islands, and it would no doubt be possible to arrange for the guns to be conveyed to Kamaran in an unobtrusive manner when the garrison was relieved.

10. SQUADRON LEADER LEDGER referred to the question of responsibility for the defence of the islands which was an important point raised by both the Resident and the Officer Commanding the British Forces. In view of the remarks of the Foreign Office representative he understood that His Majesty's Government could not assume responsibility for the defence of Kamaran and that questions concerning Kamaran should be treated quite separately from questions concerning Perim. But he wished to point out that the Officer Commanding, British Forces, had no control over the police at either Kamaran or Perim and therefore could not, in any case, accept responsibility for measures which would be carried out by the police.

11. Some discussion took place on this subject, and it was pointed out that in the section of the Aden Defence Scheme dealing with the defence of Perim against sporadic attacks from the mainland in peace time it is stated that a local Defence Scheme had been prepared by the Commandant of Police and approved by the Chief Commissioner in

* Annexure A in No. 187. † Annexure C in No. 187

consultation with the Officer Commanding the British Forces at Aden. Squadron Leader Ledger pointed out that this did not affect the question of responsibility for carrying out the defence measures under discussion.

12. MR. FREETHY asked whether, as a matter of convenience, additional equipment could not be dealt with on the basis of a long loan to the Government of India.

13. MR. LAITHWAITE said that there would probably be no objection to this course so long as none of the cost of the equipment fell upon the Government of India.

14. In reply to a question as to whether this equipment could be obtained on long loan from the Royal Air Force, SQUADRON LEADER LEDGER said that he thought there might be some difficulty over this course and that the Air Ministry would prefer that equipment of this nature should be purchased outright.

15. It was decided that the history of the equipment for the Armed Police Force should be looked into.

16. MR. COWELL said that in view of the opinions expressed at the meeting the Colonial Office would approach the Treasury for authority to incur the necessary expenditure (making proposals for finding the money) and that when Treasury approval had been obtained the Resident would be informed and asked to carry out the training and movement of the guns as unobtrusively as possible. A separate despatch would be sent to the Resident calling attention to the peculiar status of Kamaran and to the necessity for dealing separately with questions relating to that island.

37926/34 [No. 20]. No. 189.

THE SECRETARY OF STATE
to
THE RESIDENT.

[*Answered by No. 190.*]

(Secret (2).)

SIR, Downing Street, 30th April, 1934.

I have the honour to refer to your secret despatch No. 277 of the 22nd of November, 1933*, regarding the proposal that additional equipment should be provided for the police stationed on the islands of Perim and Kamaran, and to inform you that this question has been considered in consultation with the other interested Departments of His Majesty's Government.

2. His Majesty's Government are prepared to accept the view that they are responsible for the cost of any special measures which in their opinion may be necessary to meet emergencies such as you have in mind, namely, sporadic attacks from the mainland in peace time by turbulent tribesmen with a view to looting, damaging property, or capturing the islands, and they accordingly sanction expenditure of approximately £500 on the additional equipment described in the statement enclosed with your despatch No. C.172 of the 24th March, 1933†, to the Government of India, provided that you are satisfied that the equipment in question is still necessary. The situation has changed since your despatch was written as a result of the signature of the treaty with the King of the Yemen. On the other hand the position on the mainland remains disturbed owing to the strained relations between the King of the Yemen and King Ibn Saud.

3. If you are of opinion that the additional equipment is still needed, you will no doubt make arrangements for its purchase, as and when required, from Royal Air Force stocks. This expenditure will not be included in the expenditure to which the Government of India contribute.

4. It is important, in view of the close interest which the Italians have always evinced in South-West Arabia in general and Kamaran in particular, to carry out the training of the personnel and the transport of the guns to Kamaran as unobtrusively as possible. Arrangements could no doubt be made for the guns to be conveyed to the island at a time when normal reliefs are being carried out.

I shall shortly address a separate despatch to you on the subject of the special status of the island of Kamaran.

I have, &c.,

P. CUNLIFFE-LISTER.

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* Annexure D in No. 187. † Annexure A in No. 187.

37926/34 [No. 34]. No. 190.

THE RESIDENT

to

THE SECRETARY OF STATE.

(Received 25th June, 1934.)

(Secret.)
(No. 156.)

SIR, The Residency, Aden, 13th June, 1934.

I have the honour to refer to your despatch, secret (2), dated 30th April, 1934*, in which you inform me that His Majesty's Government have sanctioned expenditure of approximately £500 on the additional equipment for the islands of Perim and Kamaran described in the statement enclosed with my despatch No. C/172 of 24th March, 1933†, to the Government of India, provided that I am satisfied that the equipment in question is still necessary.

2. I have, in consultation with the Officer Commanding the Forces in Aden and the Commandant of Police, given careful consideration to the proviso made by His Majesty's Government. In paragraph 4 of my despatch of 22nd November, 1933‡, I gave examples of some developments affecting Kamaran which might occur in the event of a Saudi-Yemeni conflict. Since then two of the situations which I anticipated have in fact arisen, namely the arrival of a crowd of civilian refugees seeking shelter in Kamaran, and the arrival of Yemeni troops also seeking refuge in the island. In dealing with these fugitives the Civil Administrator acted in accordance with the instructions which I had sent to him in November last in anticipation of these occurrences. He found it impossible to prevent the troops from landing, firstly from reasons of humanity because they had been deprived of water for several days and were in a state of great exhaustion, and also because he could not in any case prevent their disembarkation on some part of the island with the small number of police at his disposal. He had thus to deal with about 2,000 civilian refugees and about 200 troops. The latter submitted quietly to disarmament and internment probably on account of the exhaustion from which they were suffering and possibly also because they did not realize that they would be sent to Aden and interned for any great length of time. In my opinion it would be rash to assume from this one instance that fugitive Arab troops from the mainland would always be so docile in a similar situation. The further possibility which I envisaged of a piratical raid on the Kamaran Treasury or on the unprotected village of Kamaran was not realized during the recent crisis, but I still consider that this risk exists in the event of a prolonged conflict and consequent anarchy on the mainland. In my despatch to you I stated that if dangers of the kind to which I referred were foreseen I intended to ask for one of the Red Sea Sloops to be sent to Kamaran. When I heard of the outbreak of Saudi-Yemeni hostilities and of the initial Saudi successes I accordingly asked H.M.S. *Penzance*, which was then at Aden, to go to Kamaran, and she did so. In the event, however, she found it necessary speedily to leave the island in order to deal with the acute emergency which arose at Hodeida. When the influx of combatant and non-combatant refugees arrived at Kamaran the island was thus unguarded save by 30 armed policemen.

3. The events of this year have therefore not weakened, but rather strengthened, my opinion that the means of protecting the island of Kamaran ought to be strengthened in the manner which I have recommended, and I am satisfied that the equipment in question is still necessary. The Officer Commanding the Forces in Aden and the Commandant of Police are also both of this opinion.

4. I accordingly propose to act on the sanction conveyed to me in your despatch, and to obtain the equipment through the Officer Commanding the British Forces in Aden.

5. I shall bear in mind the instructions contained in paragraph 4 of your despatch.

I have, &c.,

B. R. REILLY,

Resident, etc.

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* No. 189. † Annexure A in No. 187. ‡ Annexure D in No. 187.

37926/34 [No. 43]. No. 191.

THE SECRETARY OF STATE

to

THE RESIDENT.

(Secret.)

SIR, Downing Street, 24th July, 1934.

I have the honour to refer to my secret despatch 2 of the 30th April*, regarding the provision of additional equipment for the police stationed on the islands of Perim and Kamaran, in the last paragraph of which you were promised a separate despatch on the subject of the special status of Kamaran.

2. In your despatch No. C. 172 of the 24th March, 1933†, to the Government of India the statement is made that the responsibility for the defence of the islands of Perim and Kamaran against an enemy Power in war time would remain with the Officer Commanding, British Forces in Aden; and a similar statement is contained in paragraph 4(*a*) of the letter from the Officer Commanding, British Forces in Aden, dated 18th November, 1933‡, a copy of which was enclosed with your despatch of the 22nd November, 1933§. While this statement is true of Perim, it is not applicable to Kamaran. As you are aware, the island of Kamaran comes within the scope of Article 16 of the Treaty of Lausanne under the provisions of which its future is left to be settled " by the parties concerned ". Kamaran is, therefore, not a British possession and is only administered by His Majesty's Government, its status being left under the Treaty of Lausanne for settlement after consultation between the interested Powers. His Majesty's Government regard it, however, as a vital Imperial interest that no European Power should establish itself on Kamaran Island and that the island should not fall into the hands of an unfriendly Arab ruler.

3. In these circumstances His Majesty's Government, while they consider themselves entitled to take such steps as can be shown to be necessary to maintain the *status quo* on the island, would be unable to sanction such measures as the erection of fortifications or other permanent works, since such measures would be likely to convey the impression that His Majesty's Government intended to occupy the island permanently and to treat it in fact as a British possession. The same objection would not, however, apply to less formidable precautions, of a non-permanent nature, against attack, such as the strengthening of the garrison, the issue to it of additional arms, or the stationing at the island of a warship or service aircraft. In view, nevertheless, of the suspicious attitude of the Italian Government in regard to any action by His Majesty's Government at Kamaran, the carrying out of even such measures as those referred to in the previous sentence would require careful handling and should not, save in circumstances of great emergency, be taken without reference to His Majesty's Government. The instructions in the previous sentence do not of course apply to normal visits to Kamaran by His Majesty's sloops and service aircraft.

4. It does not, in point of fact, appear that Kamaran is in the least likely to be the object of organized attack. There is little reason to suppose that King Ibn Saud or the King of the Yemen would seek to challenge the position of His Majesty's Government on the island. The Italian Government are committed to the acceptance of the *status quo*; and there is small danger of a threat from any other power. It would appear therefore that the principal, if not the only, risk is that of sporadic attacks from the mainland by tribesmen from the Arabian coast, in the event of which the permissible defensive measures referred to in the preceding paragraph should be adequate.

5. In the light of the special circumstances to which I have referred above you will no doubt appreciate the importance of dealing separately with all questions relating to the island of Kamaran, and of ensuring that any measures which it may be necessary to take in connexion with the island should be quite distinct from any measures taken in connexion with British possessions such as Perim. I shall be grateful if this distinction may be clearly borne in mind, and if any necessary instructions may be given to secure that the principles enunciated in this despatch are not inadvertently infringed. In so far as may be possible, any proposals affecting Kamaran should be dealt with in separate correspondence.

I have, &c.,

P. CUNLIFFE-LISTER.

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* No. 189. † Annexure A in No. 187. ‡ Annexure C in No. 187. § Annexure D in No. 187.

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